REPORT RESUMES

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RURAL CORRECTIONAL STAFF AS AGENTS OF COMMUNITY CHANGE, DEVELOPMENTAL GUIDELINES FOR THE IMPLEMENTATION OF STAFF TRAINING PROGRAMS FOR RURAL COMMUNITY BASED CORRECTIONAL PERSONNEL.

BY- RINEHART, DONALD R.
LANE HUMAN RESOURCES INC., EUGENE, OREG.
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TO EFFECT CHANGE FROM TRADITIONAL METHODS OF HANDLING OFFENDERS, CORRECTIONAL STAFF MEMBERS MUST BE HELPED TOWARD A CHANGE OF ATTITUDE AND PRACTICES. THIS MANUAL IS DESIGNED TO AID A TRAINING OFFICER TO ASSIST A STAFF IN MAKING INTERNAL CHANGES IN A RURAL CORRECTIONAL SETTING. INSTEAD OF DESCRIBING SPECIFIC CORRECTIONAL TRAINING CONTENT AND METHODS, THE MANUAL PROVIDES ASSISTANCE IN DEVELOPMENT, OPERATION, AND EVALUATION OF A TRAINING PROGRAM. IT DEALS WITH THE COMMUNITY SETTING, NOT WITH INSTITUTIONAL SETTINGS, AND DRAWS FROM THE EXPERIENCES IN TRAINING STAFF MEMBERS OF THE LANE COUNTY (OREGON) YOUTH PROJECT TO DEAL WITH INDIVIDUALS IN RURAL SETTINGS. APPENDED ARE TWO VOLUMES. VOLUME I CONTAINS (1) THE CHAPTER ON CORRECTION IN "THE CHALLENGE OF CRIME IN A FREE SOCIETY" PREPARED BY THE PRESIDENT'S COMMISSION ON LAW ENFORCEMENT AND ADMINISTRATION OF JUSTICE IN 1967, AND (2) PUBLICATIONS OF THE LANE COUNTY YOUTH PROJECT INCLUDING ITS SUMMARY REPORT, TRAINING PROGRAM DESCRIPTION, AND FINAL REPORT APPENDIXES INCLUDING THE MASTER PLAN FOR ITS INSERVICE TRAINING PROGRAM, EVALUATION QUESTIONNAIRES AND SUMMARIES OF ANSWERS FOR THE MANY PHASES AND ASPECTS OF THE PROGRAM, AND A PROPOSAL FOR A COMMUNITY TRAINING PROGRAM. VOLUME II CONTAINS THE PROCEEDINGS OF THE JUVENILE COURT SUMMER INSTITUTE HELD AT THE UNIVERSITY OF OREGON AUGUST 16-20, 1965. (RT)

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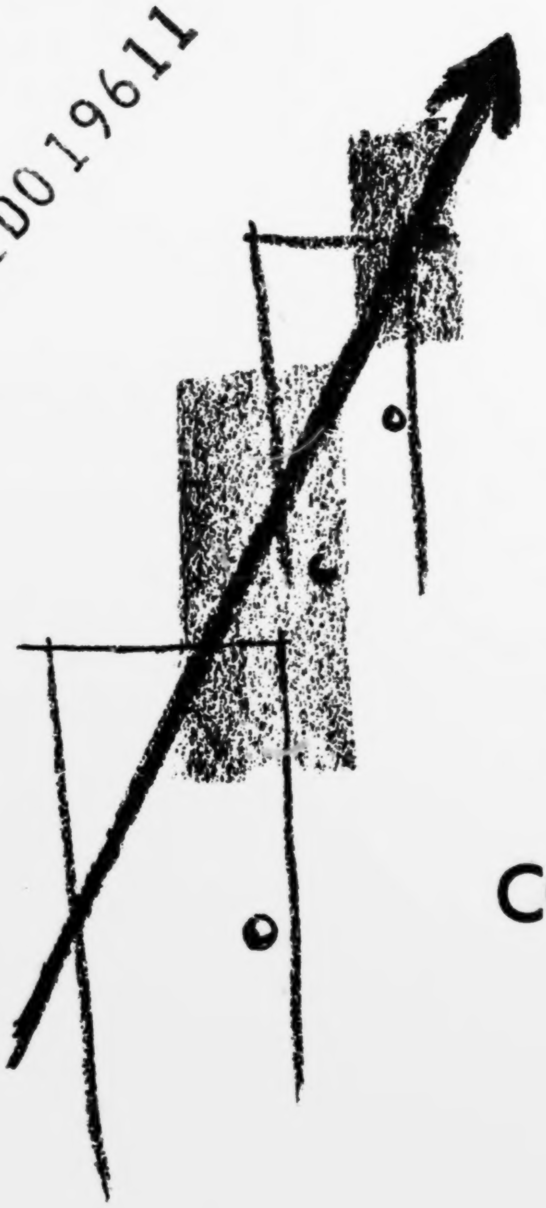

RURAL CORRECTIONAL STAFF AS AGENTS OF COMMUNITY CHANGE:

–Developmental guidelines for the implementation of staff training programs for rural community based correctional personnel

LANE HUMAN RESOURCES, INC.
1901 GARDEN AVENUE
EUGENE, OREGON 97403

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RURAL CORRECTIONAL STAFF
AS AGENTS OF
COMMUNITY CHANGE:

Developmental Guidelines for the Implementation of Staff Training Programs for Rural Community Based Correctional Personnel

This publication has been prepared to provide persons responsible for staff training of rural correctional personnel materials which will assist them in the development, operation, and evaluation of staff development programs.

Donald R. Rinehart, Project Director
J. Thomas Richardson, Training Assistant

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CHAPTER I

CORRECTIONAL CHANGE THROUGH TRAINING

"For a great many offenders, then, corrections does not correct. Indeed, experts are increasingly coming to feel that the conditions under which many offenders are handled, . . ., are often a positive detriment to rehabilitation . . . the potential for change is great."[1] This quote from the President's Crime Commission Report gives the impetus for change and its concomitant, training to provide change. Change must be guided by the best in research and experience. New experiences must be the guide to the future of corrections; too often correctional setting has been as cloistered as a prison with its practices determined more by bureaucratic and political considerations than by new knowledge of correctional treatment. Positive change in corrections cannot come all at once, yet it must come quickly. Change by fiat would only destroy valuable experience and dedicated personnel.

"The costs of action are substantial. But the costs of inaction are immensely greater. Inaction could mean, in effect, that the Nation would continue to avoid, rather than confront, one of its most critical social problems, that it would accept for the next generation a huge, if not immeasureable, burden of wasted and destructive lives. Decisive action, on the other hand, could make a difference that would really matter within our time."[2] One plan where action is most crucially necessary and potentially fruitful is within the correctional settings. If the correctional staffs can be made to realize the necessity for change, a whole series of positive events would be triggered. First, those closest to the problem will face the fact that traditional techniques are not changing the offender's behavior; recidivism is very high. Having recognized the problem as it exists, correctional staffs can go on to seek solutions. Second, much research needs to be done, and such research could gain tremendous impetus from the encouragement of concerned correctional staffs. While financial support is necessary for research, the demand for it by correctional individuals is a prerequisite. Third, correctional staffs would then be in a frame of mind to study and consider the applicability of research in corrections which already has been done. For example, it has been shown that the use of differential treatment, half-way houses, and diagnostic centers all promise increased correctional success when skillfully used in the proper context. Most important, perhaps, correctional staffs would begin to see the necessity for change before attempting to change the patterns of behavior in offenders. Commitment to positive change has not been characteristic of traditional corrections. But an open attitude towards change will give correctional staffs the key to increased success in the correctional process. A common complaint is that corrections lacks the money and support for change. This is, regrettably, to a great extent true. But the public has seen but one stagnant image of corrections for years, that of prisons and recidivism. Self-commitment to a new and changing correctional process on the part of correctional staffs would do much to alert the taxpayers to the long-term profitability of a dynamic program of corrections.

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[1] The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, (Washington, D.C.: U.S. Government Printing Office, 1967), p. 159.

[2] Ibid., p. 185.

To bring about such changes in the correctional staff is not a simple task. Whole new patterns of behavior and thought must be considered and felt on an emotional as well as intellectual level. It is here that training plays the key role in enabling correctional change.

A well conceived training plan is the necessary ingredient for helping correctional staffs consider the overall concept of change as well as the specific changes felt necessary in a particular correctional setting. It is the purpose of this manual to aid a training officer to develop a comprehensive training program with staff members in his particular correctional context in order that he may assist them in the process of internal change so necessary to increased correctional success. The experiences in training staff members of the Lane County Youth Project to deal with individuals in the non-urban or rural setting such as Lane County Oregon have provided new and unique insights into training in the rural correctional situation.

It is not the intent of this manual to describe specific correctional training content and methods. Rather, the intent is to provide materials to a "Training Officer" or persons responsible for staff training of rural correctional personnel which will assist them in the development, operation, and evaluation of a meaningful staff training program.

The reader is referred to an excellent publication which contains specific content and method for the training of community training personnel:

"Probation Training: Content and Method,"

Report #2B, December, 1965, Training Center on

Delinquency and Youth Crime, Institute of Government,

University of North Carolina at Chapel Hill
(Sponsored by the Office of Juvenile Delinquency and
Youth Development, Welfare Administration,
Health, Education, and Welfare - Grant #62208).

As previously stated, the commitment of the training program must be to change. The training program seeks to help the correctional staff member toward a change of attitude and practices which will in turn serve the primary goal of all correctional efforts, change in the correctional client. If the need for change is accepted by the correctional staff member, he must take on two new responsibilities:

1. Unlearning old habits, attitudes, and beliefs; and
2. Learning new ones.

Before expanding on *how* change can be achieved in the training process, it seems logical to examine *where* change is most needed. It has already been mentioned that this material is prepared expressly with the rural correctional context in mind, and thus will deal subsequently with the implications of the unique characteristics of most rural correctional settings. However, two main types of correctional settings exist - institutional and community based. The training experiences of the Lane County Youth Project produced a great deal of knowledge about training staff who work in rural areas in fields relating to community-based corrections. Thus, emphasis in this manual is placed on the community, although many of its training concepts are generic to any rural correctional setting. Moreover, the community setting seems to be the most fruitful in achieving the change desired by modern corrections. To quote the report by the President's Commission on Law Enforcement and Administration of Justice:[3]

> "With two-thirds of the total corrections caseload under probation and parole supervision today, the central question is no longer whether to handle offenders in the community but how to do so safely and successfully. Clearly, there is a need to incarcerate those criminals who are dangerous until they are no longer a threat to the community. However, for the large bulk of offenders, particularly the youthful, the first or minor offender, institutional commitments can cause more problems than they solve.
>
> "Institutions tend to isolate offenders from society, both physically and psychologically, cutting them off from schools, jobs, families, and other supportive influences and increasing the possibility that the label of criminal will be indelibly impressed upon them. The goal of reintegration is likely to be furthered much more readily by working with offenders in the community than by incarcerations."

The President's Crime Commission went on to report that community treatment costs one-tenth that of individual incarceration. Even with substantial upgrading, community treatment can be economical. The Report also shows that approximately three-fourths of all probationers studied were able to complete their term of probation. This level of success was reported from a variety of types of probation services, and clearly emphasized the potential of a uniformly effective and dynamic community correctional system.

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[3] Ibid., p. 165.

The experience of the Training Division of the Lane County Youth Project has been in the community context, and so its findings have special applicability to the community correctional setting. And marked potential for success in the community setting, as reported by the President's Committee Report, gives another impetus to the community emphasis of this manual. Some concepts may be generic to any training situation and thus be able to fill the institution's training needs. But the specifically "rural" insights which are unique to this training material seem to have little applicability in the institutional setting. Many institutions are located away from urban centers for reasons of cheap land, available farming areas, separation from the public, and others. However, every institution forms a closed environment of its own; it becomes a highly organized social island in the midst of a rural milieu. The administrative, supervisory and direct-service staff, together with the correctional clients, form an organization with fairly explicit status and roles, structure and function. The social organization of the rural community with its regular members, correctional staff members, and correctional clients is vastly different from the institutional social organization. Thus it is not felt that any substantial part of the Training Manual can specifically address the training problems related to institutional settings.

UNIQUE CHARACTERISTICS OF THE RURAL CORRECTIONAL SETTING

What, then, makes the rural setting different? How can earlier training experience provide unique keys to the process of in-service correctional change? To answer these questions, it is necessary to refer again to the process of change through training and to the characteristics of rural communities. These characteristics are: (1) the relatively small size of the usual rural correctional setting; (2) the heterogeneity of its staff; (3) their staff's lack of previous training program experience; and (4) the singular nature of the particular rural social systems in which staff must work. These four characteristics of rural correctional settings make unique demands on any training program developed for such a context.

In the non-urban correctional setting, there seem to be certain intrinsic components of staff and organizational structure which require special consideration in designing a training program.

1. SMALL SIZE

The rural or non-urban correctional setting is smaller than its urban counterpart. This means that the staff may not be highly departmentalized and structured. There may be little chance that any single person will have training as his only responsibility. Thus, some member of the staff may be given the added responsibility for planning, developing, implementing, and evaluating an in-service training program. The material presented here seeks to provide guidelines for training that such a training officer can apply in a variety of training situations. The training officer may have no real guideline to follow other than that he hopes to increase the effectiveness of his staff's efforts in rural community corrections. The training officer must, therefore, carve out the nature of his training tasks. Some individual must develop the training responsibility as part of his on-going job requirements. The larger urban correctional community setting can usually divide necessary tasks by establishing a fairly structured organizational pattern. Each individual is likely to be responsible for a single type of work, though his work load may be as large as that of the more multi-faceted non-urban staff member. In this urban context, each person can become something of a specialist, handling only certain cases or types of cases; in the rural context, however, a staff member may have to deal with several dissociated kinds of tasks each day. Without fairly definite role specifications, it is highly possible that non-urban staff members will be required to be "jack-of-all-trades, master of none." This lack of single role specifications has several implications for planning training programs. Training should seek to aid each staff member to define his job. When the responsibilities of a new job role are made explicit, superordinate expectations and subordinate responsibilities can be openly understood and acted upon. Further, such job role definitions can lead to innovation and more efficient or effective job roles for each individual.

As well as aiding in defining the job roles of correctional staff members, the training program must develop competence within those roles. The rural correctional staff member who is called upon to do several different tasks may have training (and competence) appropriate to only certain areas of his job requirements. In contrast, the larger urban correctional setting can afford the luxury of specialists doing only the work for which their training suits them. The smaller correctional setting may also hire specialists but often requires them to be generalists. Thus the training officer must plan for staff skill development in those areas where staff have responsibilities without concomitant training or experience.

2. STAFF HETEROGENEITY

Besides the relative smallness of the non-urban correctional setting, the usual rural correctional staff is highly heterogeneous in training, background, experience, and level. The staffs of urban correctional settings are heterogeneous, too, but in a somewhat different manner. Whole working areas may be divided and staffed on some logical pattern; there may be an Intake section, a Psychological section, a Probation and Parole, etc. Within each of these sections, staff members are drawn together by their relatively similar training and education, as well as by the tasks they are required to perform, such tasks as medical and psychiatric examinations, psychological testing and treatment, pre-sentence investigations, counseling (individual and group), and so on. Thus, within a given section there is often a minimum of friction since the basic professional assumptions and outlooks of staff members may be quite close. In the non-urban correctional setting, heterogeneity is found not just between given service sections, but often throughout the entire correctional staff. Smallness in size adds to this situation; an untrained person and a trained social worker both may be doing the same kind of job, in addition to other tasks. When different backgrounds and dissimilar basic ways of approaching a problem or a job are brought to bear on similar tasks, conflict can easily occur over the "right" way to perform. It is one of the tasks of the training officer to minimize this conflict. The definition of role responsibilities and expectations is an important step for each individual in the development of his perceptions of his job and his responsibilities. The training officer must further assist the trainees to develop a sense of common purpose and goals in order to provide a necessary incentive to cooperative work by a heterogeneous staff. Group discussion may air differences in conceived goals and may lead to self-realization of basic similarity of purpose between differently based staff members.

Another goal for the training officer should be to foster a greater ability among the staff to work with others in an interdisciplinary effort. The very idea of working towards a common goal from different approaches might never have been strongly adhered to by the staff members. Such things as divisions of responsibility on a case, final authority in deciding on treatment policy, disposition of cases, must be discussed and resolved so that the inherent conflict of background of a heterogeneous staff can be channeled into a productive and effective multi-faceted approach.

Still another concern for the training officer, which results partially from the usual heterogeneity of non-urban correctional staffs, is the need for training to be tailored to the individuals who make up the staff. Differences among the trainees may be in academic training, experience, background, level of responsibility within the organization, etc. In other words, different trainees require different kinds of training experiences. The training officer must consider those areas where individuals need individual development or knowledge, as well as those areas where group interactions can be profitable to all the participants. The training officer is required to match the needs of his trainees with the appropriate training content and method. Besides the necessity of developing training appropriate to different (heterogeneous) staff members, the very organization of a corrections program requires differential training programs. Various levels of staffing call for different training experiences in order to increase their effectiveness in working with other staff levels and with their clients. For this purpose, staff might be divided into three levels -- administrative, supervisory, and direct service -- each with individual concerns of training appropriate to it.

Ideally, each level should receive as much training as it can benefit by. Limits of time and money may prevent this idea from being fully realized. Therefore, the training officer should try to develop an overall training program, but perhaps concentrate his major efforts at the administrative and supervisory levels. This is not to imply that the direct service staff could not equally benefit from training experiences; however, when operating within a limited framework the training program can be of most benefit to everyone (including the direct service staff) by providing administrative and supervisory staff with training experiences which enable them to work more effectively with direct service staff. In short, administrative training experiences can "percolate" down through the organizational pyramid, giving benefit to both the supervisory and direct service staff levels. Similarly, training at the supervisory level benefits both that level, the direct service staff, and the relations between administrative and supervisory levels. Supervisory staff members and, to a greater extent, administrative staff members have an on-going responsibility to thoroughly understand the tasks and problems associated with those jobs under their supervision. Thus they must have training situations which will sensitize them to the day-to-day concerns of direct service staff or their supervision may lack the direction necessary to provide more effective working goals for direct service staff. Beyond this, the administrative staff must have training in the techniques appropriate to the supervisory level. With this knowledge they can help to coordinate supervisory activities within the supervisory level and to promote more useful supervision by the supervisory level for the direct service staff.

A further concern for the training officer is to develop specifically administrative skills at that level. Since many administrators have come up through the organizational hierarchies of correctional settings, their experience may not be oriented to specifically administrative skills. At the administrative level in his self-development program, the training officer should develop skills appropriate to modern administrative techniques. Modern "management" techniques are often not a part of administrative staff level experiences. Similarly, supervisory skills in working with direct service personnel may need development.

In fact, each level of staffing will require training experiences specific to it. The direct service staff will need sensitization to their role as the links between the correctional client and the community. They must develop the necessary relationships within the rural community that will allow them to act as a bridge between community opportunity and the correctional client who desperately needs the community's support. Training should provide guidelines and attitudes which will allow this staff level to develop such a relationship with the community. Another area of skills specific to a given staff level and which training should develop relates to budgetary matters. The administrative level must constantly deal with governmental appropriations and budget control. The more competent the administrative staff is in this area, the more time they will be able to use in coordinating staff effort toward attaining the goals of the organization.

3. LACK OF PREVIOUS TRAINING PROGRAMS

Besides the small size and heterogeneity of most rural correctional settings, a third area of concern for the training officer is the previous lack of training experience among the correctional staff. Because of the greater size and funding of urban correctional settings, there is a greater chance for an on-going training program to exist. But any new procedure such as developing a program may be threatening to staff members in a rural correctional setting. A training program can be conceived of as a patterned change in the trainee's attitudes, in his ways of dealing with clients, and in the assumptions upon which his work is based. Such changes could appear threatening to staff members who are less committed than the training officer to the concept of change as a necessary component of on-going correctional process. Such perceived threats must be overcome in order that staff's resistance to the training program be minimized and the positive effects of training be as great as possible. There are various ways by which the training officer can overcome resistance to change. The communications channel between the training officer and the trainees must be kept open so that constant feedback between them can be used to modify the training program to the changing needs of the staff. Bringing the staff into the developmental process of the training program will increase their commitment to it since they will have an investment in the training process. In the planning of the training program the use of staff suggestions for needed training areas will further increase their commitment to the training officer's efforts. By bringing staff higher in the organizational pyramid into the planning process for those over whom they have responsibility, the entire group will become committed to the training program which it developed together. Thus the administrative staff will be committed to the whole training program and, at the same time, will have tailored it to their unique needs and capabilities. In the on-going training process it is highly important to maintain evaluation and feedback as to the effectiveness of the training program so that the training officer may modify the program and mold it to the observed strengths and weaknesses of the trainees.

4. RURAL SOCIAL SYSTEMS

A fourth area of uniqueness found in the rural community correctional setting is the rural social system.[4] Most correctional staff members will have received their previous training in urban centers which does not prepare them for the rural correctional milieu. Consequently, there is great need for a training program which can orient staff personnel to the distinctive and unique nature and problems of non-urban offenders and the rural social structure.

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[4] For description of Lane County Youth Project Rural Demonstration Areas see Appendix A.2(a) "LCYP Summary Report," pp. 1.7-1.8.

The social and political organization of the rural community differs in kind from that of the city. Even if one were fortunate enough to find the correctional worker who has knowledge of the problems of offenders in rural life, it is unlikely that he would also be knowledgeable about the structure and process of rural community organization. Such knowledge is a prerequisite to working in rural areas.

The rural social structure is liable to have several unique characteristics which must be considered if the rural correctional staff is to function properly in this setting. The structure is generally quite tightly knit allowing penetration by outsiders only after they have "proven themselves." There is a general distrust of strangers and a general cohesiveness among the townspeople. Relationships within the social structure are well defined in an equally highly informal manner. Everyone knows who the powerful people are in town, but no one really thinks about it. Leaders are natural, and respect is accorded to them by custom. The correctional staff must learn to deal with this tightly knit structure and to work within it. Techniques must be developed by the training officer, with the trainees, for identifying and gaining the cooperation of those people most helpful to the correctional process within a given rural community. The individuals living in rural communities generally prefer to deal with their own problems in a highly self-reliant manner; this can be a hindrance or a help to the correctional process. Often the correctional process is perceived by the community and the correctional staff as being an independent rather than a highly integral part of the community. This self-reliant community spirit can hinder the efforts of the correctional staff. If, however, the correctional workers develop a close relationship with the individuals of the community, such self-reliance can be of great assistance in joint efforts to deal with the correctional problems of that community. The community then becomes a part of the correctional process rather than a force acting against it. Training should provide techniques for developing such things as citizen's committees to act together with the correctional staff, thus insuring the community's and the correctional staff's responsibility for correctional problems in the rural community.

Staff to be trained are likely to come from urban backgrounds, have urban education, and are not apt to be from the particular rural setting in which the correctional agency is located. Training, therefore, must provide the correctional staff those skills, attitudes, and methods which will enable them to be accepted and which will assist in bringing about the necessary social structural change, the ultimate goal being the community's providing opportunities for the offender. Correctional staff must learn to deal with the clientele served in the setting in which they are found. By meeting with the townspeople in their own settings, in their businesses, restaurants, and other meeting places, the correctional staff members will go far in gaining the community's trust and cooperation. Any special idiosyncrasies of a community must be discovered, understood, and discussed in the training process. Such things as ethnic groupings, cultural backgrounds, special community events, and historical background can be utilized to sensitize trainees to the nature and texture of a community and to aid them in working effectively with it.

Once the original background of the community and its offenders are presented in the in-service training, orientation to the rationale of the correctional process becomes more meaningful. The development of substantive material for a training experience on this topic should have two main foci: First, there should be emphasis on the organization and coordination of various strategic elements of the community, including the rural correctional system (i.e., police, courts, probation, institutions, and parole). The development of skills in coordination, itself, becomes paramount in any attempt to achieve concerted action of diverse groups with equally diverse interests. Second, there should be emphasis upon the pragmatic solution to problems eminating from the specific community. This could be followed by a slide presentation depicting the rural correctional process. This audio-visual material has been developed as a training aid for the orientation of new correctional staff, staff development of present staff, and for training programs for community citizens. (The slide presentation has been developed with support of the U.S. Department of Justice - OLEA - Grant #124.)

CHAPTER II

TRAINING PROCESS

To develop a training program in which these four characteristics of rural correctional settings are fully addressed, the training officer must consider the training program as a whole. There seems to be three logical phases to a complete training process:

A. THE DEVELOPMENTAL PHASE:

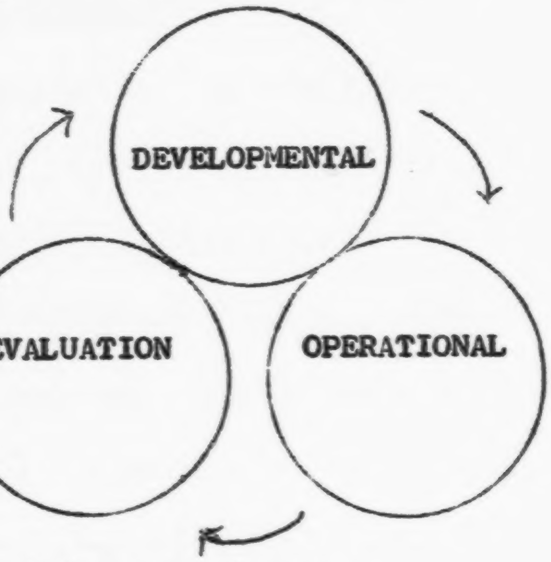
  1. Goal-setting (objectives), including assessment of training needs.
  2. Designing the content and methods which will achieve these goals.

B. THE OPERATIONAL PHASE:

  1. The carrying out of the developmental phase.

C. EVALUATION:

  1. Determination of the success of the training program.
  2. Implications for more effective training experiences.



A. DEVELOPMENTAL PHASE

In this phase, the goals of the entire training program must be considered. The underlying goal is, of course, change in the correctional process whose purpose is ultimately to change the attitudes and behavior of the correctional clients. But the more immediate goal-questions are: (1) what kind of change?; and (2) change for whom?

1. What Kind of Change?

There are two major phases in the in-service training process: Orientation, and Staff Development. Orientation seeks to bring the new staff member into the organization as a functioning staff member. He must learn the structure and the expectations of that particular correctional setting. If such matters are honestly and realistically dealt with in this early phase, much subsequent retraining can be avoided. The on-going Staff Development program deals with all staff members and seeks to develop them to their fullest capabilities.

For example, many staff members may have entered the correctional setting with little orientation to their role expectations and responsibilities. The goals of the organization and consequent demands on staff need to be explored and discussed. In an orientation session, expectations which may have been felt but were never made explicit can be exchanged; much friction and working at cross-purposes can be eliminated.

In-service training seeks to maximize the effectiveness of each individual and the total correctional organization's efforts. It is assumed that new methods and ideas (change) can benefit the correctional client's readjustment to society, but in order that these new methods and ideas reach the correctional client, the correctional staff must go through a process that will enable them to serve as the vital link between change and the correctional clients. The training officer must consider what sort of changes are necessary, and then decide how to go about effecting those changes.[5]

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[5] For detailed examples see Appendix A.2(b), "LCYP Training Programs."

2. Change for Whom?

As discussed before, change through training can come about at one level or at all levels of the organization. Some training experiences are specific to a given staff level, whereas other training experiences can benefit all members of the community correctional organization. In the developmental phase, the matching of training experiences and those who can most benefit from them begins. Consideration of funding, available time, and other such matters of feasibility must be considered, as well as the benefit to be derived for any given level of staff.

In a sense, the answers to these questions can never come from the training officer alone. His vision and experience cannot be expected to encompass every problem within the organization; thus he, alone, could not adequately develop a training program. Moreover, a different kind of planning is much more effective in bringing about the changes desired by a training program. The best planning is keynoted by involvement of trainees in setting up their training program, involvement of supervisory and administrative staff in developing organizational training needs appropriate to staff for whom they have responsibility. Involvement of the trainees in the planning phase entails utilization of their suggestions and ideas about a training program suitable for their felt needs. Discussion groups, written suggestions, or other personal means of communicating between the trainees and the training officer are important ways of developing a training program suitable to the needs felt by the trainees as well as insuring full participation by them in the training program. Their suggestions will guide the training officer in developing that content most felt to be lacking by them in their training. Moreover, training developed in this fashion will be perceived by the trainees less as something being done to them, and more as a group effort for their own benefit. The trainees should continue to work with the training officer on the program in which they will be involved. As they develop ideas, content areas, methods of presentation, etc., they will build further commitment to the training program and develop a group sense toward the training process.

As well as considering the trainee's needs in planning for the training program, the organization's needs from the trainees should be closely scrutinized. The organization, in the process of change, desires its members to participate in this flux in order that they may be more fully prepared to deal with the changing concerns and techniques of the organization. Training areas to be planned for will be built around experiences or abilities which the organization feels the trainees must develop so as to meet the changing demands placed upon the organization. Further, attitudinal changes among the trainees may develop better working and cooperation within the organization and with its clients. One way to determine what the process of change through training should be is to form a training committee. Members should be representative of all staff who will be working in training, i.e., administrative, supervisory, direct-service, and clerical. This committee would be a manageable-sized group who would assist the training officer in the developmental and operational phases of the program. The initial assignment of the training committee would be (1) to identify the range of problems to which training is relevant; some problems will be common to all groups and others may be peculiar to only one, and (2) after problems are identified and defined, to encourage committee members to consult people either inside or outside the correctional setting in search for concepts and methods applicable to the solution of the problems. For instance, individuals with different backgrounds are often found in the rural correctional setting; training in cooperative work efforts would aid in integration of these different backgrounds. Changes dictated by organizational needs should be especially planned for with the trainees involved so that these changes will be felt to be an extension of the group process rather than something imposed on them by the organization or its administration.

Besides developing with the training officer these programs needed on an organizational scale, supervisory and administrative levels should be included in planning processes for the levels for whom they have responsibilities, so that they will understand and link their own thinking to the changes going on at the other levels. In this way conflict is less likely to develop over changes going on at one level of the organization which are not understood or adjusted for at another level. The training process should be planned so that it leads its trainees along parallel tracks of change so that they are constantly headed toward the same goals of change. 'In concrete terms, it might be well to start with an inventory of the daily problems that have to be solved in a particular type of correctional setting. It might be found that there are principles useful for some but not for all. It also may be found that some of the problems are identical in various situations, that the ideas applicable to them can thus be generalized to some degree. But the approach here would be to begin with the problems rather than abstract generalizations. *In practice, one would assemble the prospective trainees and ask them to inventory the ten most frequent or difficult problems in their work.*

The training officer in working with the training committee needs to develop a master training plan which is dynamic and will necessarily be changed to meet the training demands of a changing correction program. In developing this master training program the training officer needs to record in an organized manner, and an assessment of training needs and methods for their solutions. Charts and graphs are helpful as aides.[6]

Another area of concern in developing the training program is matters of *feasibility*. In order to insure full participation, the time factor must be considered. Work should be scheduled so that staff are allowed time off during working hours so that full participation may be gained from the trainees; optional or "extracurricular" training programs will likely meet with hostility from trainees who feel their free time is being preempted for extended work. Further, the length of time devoted to training should be geared to the type of training process, to the trainees, and to the content desired. Workshops, field observations, and other types of training experiences may all require longer periods of time than the lecture learning experience. The training and background of the trainees may also affect the time allotment; college-trained supervisory staff may be willing and able to benefit from a longer, more intensive theoretical session than would direct service personnel who might profit more from an experiential, training experience. Moreover, different content will require different lengths of time devoted to the training process; certain content areas lend themselves to intensive short-term training experiences, whereas others will require longer periods and repeated sessions in order for the desired change to be effected.

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[6] For detailed material see Appendix A.2(a), "LCYP Summary Report," pp. 6.2 through 6.6 and A.2(c), "LCYP Final Report Appendices," pp. 7.A.1 through 7.A.13.

Another area of feasibility which must be considered is the resources necessary for the training process. Plans must be made for collection of needed materials such as audio-visual equipment and materials, papers, readings, as well as for the content areas which will be covered in the training process. Such things as parking, coffee, arrangements for buildings, chairs, tables, films, supplementary reading material, etc., all are important resources necessary for the smooth running of training programs.[7] Another resource which the training officer may wish to consider is arranging for consultants who may be necessary or useful in a given training process. Such consultants as group specialists, indigenous consultants,[8] or other correctional staff members from different states or settings may provide new ideas and techniques.

In planning the training process, there may be a hierarchy of needed changes with certain kinds of change primary and others secondary. It is thus important that the planning process begin to weigh the priorities of change. Criteria for priority would be change most greatly needed; change needed by the most staff members; and change required for other changes to take place. For example, within limits, it may be practical to suggest minor modifications in overall agency structure to effectuate the training function which is often superimposed on an agency structure evolved for other major purposes. The ideal would be climate which places a premium on continuous learning and the communication of tested concepts in policy and operation.

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[7] See Appendix B.4, "Training Check List Form."

[8] See Appendix A.28(b), "LCYP Final Report Appendices," pp. 30-34, and Appendix A.2(d), "Final Report of Orientation to Youth Problems: A Community Training Program."

A second example of the application of priorities in planning for training would be the efficacy of developing competence in one situation before branching to other similar situations. The trainee will thus have a successful, practical experience from which he may generalize to other similar situations as he faces them in a training experience. Since it is much easier to master a single situational skill, the training officer may be confident that most staff members will succeed in this training endeavor. This success will give them confidence, show them the effectiveness and worth of the training program, and thus increase their receptivity and participation in subsequent training experiences.

A third example of priorities is the ascendency of practical experiences over generalizations. The concern of the training officer should be with working with the correctional staff member and helping train him in concepts that will solve his practical problems rather than with training him in concepts that will solve the problems of all staff members. Content of training should meet the criteria that places priority on making some decision or solving some problem the trainee will confront. If this criterion were rigorously applied, it would be far simpler to measure the consequences of training in tangible performance and practice choices.

The trainee needs to be able to relate the novel events of a training experience to things which are already familiar. An example of this is when a university trained person enters correctional work; he struggles to relate the tangible particulars of experience to previously-learned concepts and definitions. When an untrained correctional worker first enters correctional work, he may try to relate particulars of his role to popular conceptions of crime and punishment which may not be in harmony with the philosophy of a modern correctional system. Often the trainee will see no relevance or value in the abstract concepts presented in the classroom because he is unable to see that such concepts have any practical power to solve the problems of the job. Therefore, for a training program to be completely successful and for the principles to be accepted in practice, it must meet two essential conditions:

(1) Its principles must be immediately at hand when the correctional worker experiences the problems; and

(2) The principle must work to relieve the problem as experienced by the correctional worker.

The developmental process thus seeks to accomplish three broad goals:

(1) To set both the long-range and immediate goals of change in the light of a desired correctional model;

(2) To involve the trainees from the very beginning of the training program; and

(3) To set priorities of action within the process of change.

The Developmental Process, then, sets the goals of the training program; determines how these goals of change will be reached; and develops methods and content appropriate for the desired change. The content, or actual conceptual, practical, or experiential subject matter, helps to determine the method appropriate to it. The training method appropriate to developing skills of administrative relations would not likely be limited to a lecture by a consultant. Practice sessions in decision making would provide a much more lasting and effective training experience and have great applicability to the actual problems of administration.[9] These in conjunction with a discussion-lecture led by a management consultant on how administrators should face and handle the decision-making process might comprise the most fruitful training methods for such concepts. Thus method is determined by content or change which is sought, and by the available methodological resources. That is, if a given method becomes available, a whole cluster of concepts suitable to it may be included in that method.

An example of this is a rural social-structure sensitization utilizing a town meeting. Attendance at such a town council or public meeting by correctinnal staff members provides an initial stimulus and real-life experience upon which a group dicussion among the correctional staff members could begin. This discussion could stem from topics discussed in the meeting, and lead to their relavance to the correctional system, to persons and resources whose aid could benefit the community correctional operation. Further discussion might deal with what corrections can offer to the community; and at further meetings, a fruitful dialogue between the community and the corrections staff could be established. This is a case where the method at hand -- a stimulus (town meeting) followed by a discussion -- gives the impetus and basis for the content, i.e., establishing relations with the community. Thus the method and content are mutually dependent and should be well-matched.

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[9] An example would be the Probation and Parole Management Training Institutes sponsored by the National Council on Crime and Delinquency. For further information contact Vincent O'Leary, Director of Research and Planning, National Council on Crime and Delinquency, 44 E. 23rd, N.Y., New York, 10010.

Each of the four unique aspects of the rural correctional setting have implications for developing a training program.

--Lack of previous training program

--Small size

--Heterogeneity

--Social structure .

Lack of Previous Training Program

The training program as such is probably a new area of concern within the correctional setting. The purpose of this manual is to provide guidelines for setting up and operating a training program in a rural correctional setting; certain aspects however, may be applicable to established training programs. With the training program in the process of establishment, the extent and nature of the training officer's responsibilities are not yet set. In effect, the training program must be carved out of the already existing community correctional organizational structure. Since the development of the early phases of the training program are likely to have profound effects on its later success, care must be taken in this early phase to provide the best circumstances and planning. If the training program is hastily patched together or is considered a "waste" from its very inception by certain staff members, it will begin with a heavy negative burden and will have few chances of effecting the desired changes. Four major groups of people can make or break the Developmental Phase of the training program.

--Administrators

--Supervisors

--Direct-Service Personnel

--Community Residents

The training officer must deal with and gain the support of a number of people if he is to develop an effective training program. At the administrative level, he must work under the direction of the administrators. He must gain their support of the training program, or it will likely fail. First, they are necessary as enablers; they provide direction for the entire organization, and if they do not accept the changes the training program desires, it cannot be expected that any changes at other organizational level will have a profound effect. If, for instance, the training program seeks to develop a new approach in the way cases are assigned to Probation and Parole Officers and the officers are trained in this concept, the results of their training cannot be applied if the administration has not changed its policies in the process. Second, the administrators' own training and understanding of the training needs of the staff place them in a unique position of providing insightful guidelines for the training officer. They may have many valid ideas of necessary changes which could be enabled through a training program. The training officer can hardly be expected to know everything that would serve as the best goals for the training program. Third, the administrative level can benefit as much or more than the other organizational levels from the training experiences which the training officer will seek to develop. Such concepts as budget control, administrative techniques, and public relations all are important at the administrative level. Thus it is highly important that the training officer gain the wholehearted support and cooperation of the administrative level early in the development of the training program. Certain guidelines will help him to maximize their support. Such things as planning committees, check-lists of most-needed training areas, self-analysis of new skills or training areas to be developed, etc., are operational ways of bringing the administrative level into the developmental process. The administrators should be brought into the planning process at its very beginning. They have much to contribute at this point in the training process. Moreover, they will begin to feel a greater commitment to the goals of change as they are formulated. Thus approval and encouragement at the administrative level will spread down through the training program to all the levels it touches, and the training program will come to be an extension of the organization's philosophy and goals.

The second level of people with whom the training officer must work are the supervisory staff members. They are likely to be his co-workers or his subordinates and they, too, are enablers of the training program. Usually it is through them that the training program reaches the direct-service staff. Thus, like those at the administrative level, they can serve as a catalyst to the training program or as a block to it. They must be an integral part of any process of change, since they will be affected by it and will translate it to the direct-service staff. If they are not an integral part, they may stand in the way of the change process. They have much to contribute to the development of the training program. It is likely that they will stand somewhere in between the administrative and the direct-service levels in their involvement with the correctional clientele. This provides them with a fairly balanced view of both organizational and offender needs and permits them to bring a steadying force to any plans for change. Moreover, the supervisory level may even act in a truly training capacity. When asked to become trainers, that responsibility will often give them the incentive to learn more themselves in order that they may become better teachers. The direct-service staff are likely to be more receptive to the training process if it is presented to them by respected supervisory or senior staff members. In addition, the supervisory level can gain much for itself in the training process. Techniques of supervision, decision-making, use of community resources, etc., are supervisory skills which can be benefitted by development through the training process. Therefore, the training officer also needs the support of the supervisory staff early in the development of the training program. Involvement in the planning process will increase commitment to the training program on the supervisor's part. By asking them to name those areas in their direct service staffs which most need development, self-analysis, and suggestions for administrative procedural changes, the supervisors can be involved in the planning process. As they contribute necessary ideas, concepts, problem areas, and skills to the training program, they, like the administrators, will begin to feel they have an investment in it, an investment they will work hard to enrich.

A third level of people the training officer must consider are the direct-service staff members. They have both trainee and trainer functions in a complete training program. As trainees, they may be the least flexible in the process of change. Their security is likely to be a function of the stability of their job pattern. When the demands and responsibilities of their jobs shift as a result of the change-goals established in the training program, their security may be threatened. It is up to the training officer to minimize feelings of insecurity and any concomitant resistance to the training program and to maximize receptivity and participation. To increase commitment to change and the training program, involvement is again the key. When the direct-service staff members see that their actions and thoughts have real consequence in the development of the training program, they will feel that they have a control over their future and are not just gripped by forces against which they have no power. Moreover, their involvement can give the training officer a sense of the problems they face in their work, and thus ideas for training which can aid staff to become more effective. For example, they could list the five most common problems they meet in the community correctional scene; what they consider to be organizational strengths and weaknesses; and what they conceive to be training needs. It is especially important that the training officer introduce training programs to them as an extension of their own thoughts, and not as the will of the "Director." It is likely that training ideas which come from the administrative or supervisory levels may also arise in some form at the direct-service level. If not, the training officer might be wise to encourage discussion among direct-service staff, leading it to come around to such training concepts and their necessity in the correctional settings. Through these means, the training officer should seek to genuinely involve the direct-service staff. They will be much more benefitted by the training program if they feel they have had a stake in it. What is more important, they, as people, deserve the chance to participate in decisions and changes which may profoundly affect their work.

The direct-service staff are closest to the correctional clients, and in many ways are more able to identify the problems between corrections, the correctional client, and society. The training officer can learn much during the planning process by questioning the direct-service staff as to their felt problems, experiences, etc. Moreover, the direct-service staff may be able to bring real-life experiences to other staff members who may be far removed from the actual process of change in the correctional clients. Furthermore, when given training responsibility, direct-service staff may find that they develop new feelings towards training which lead them to more significant trainer roles in the training process.

A fourth group of people with whom the training officer must deal are community residents. As previously discussed, the bulk of correctional clients are being treated in a community setting. Furthermore, it appears from most research, such as that reported by the President's Crime Commission Report, that the community setting has the greatest potential for inducing positive change in the correctional client. If the community correctional setting is to bring about positive change in the correctional client, one goal seems salient: that the correctional client again become a functioning part of the social system from which he has been alienated. This reintegration of the individual into his community has two mutually dependent aspects: one is that the community may need certain broad changes so that it will become a fully, functioning place to live for all its residents. (In its broadest sense, such community social change will be discussed later.) The second aspect is that the correctional client must learn acceptable patterns of work, play, and socialization in the community. In both these phases, the correctional staff have major responsibilities in coordinating the community correctional agency's efforts, and those of the people in the community. Without the support of the community, the efforts of community corrections are in vain. The correctional staff member should take the lead in cementing good relations with responsible community people. In the early developmental phase of the training program, community people can often aid the training officer and correctional staff in setting objectives. It is likely that the community has desires as to the manner in which the community correctional system intervenes in rural community life. In early planning sessions, such feelings can be brought into the open. Involvement can give the community a sense of participation in its correctional processes and can do much to destroy the negative separation of community corrections from the community. Moreover, involvement tends to destroy much of the ignorance about the correctional process which may be prevalent in the community. Such ignorance often builds fear, mistrust, and lack of cooperation. With knowledge of the correctional system's workings, a much more constructive community attitude can be fostered.

The training officer would be wise to involve community individuals in the designing of methods and content appropriate to these training objectives. On the one hand, these persons might gain much by exposure to correctional staff members. On the other hand, the training program can best teach concepts of community involvement, rural social structure, reentry of correctional clients into the social system, etc., by directly involving the trainees in the life of the community. And the one best way to get such an involvement is with the help of community residents who are interested in the training needs of the rural correctional system. Most important, such involvement of community people can foster a much better relationship between them and community correctional clients. Even though community correctional staff members can greatly benefit in a training sense from cooperation by community people encouraged by the training program, it is the correctional client who ultimately benefits the most from a receptive community. A community which is knowledgeable about its correctional system, and is highly involved in it (often through the training program) becomes a community that is willing to give an offender a second chance for a job, job-training, a home, encouragement and support, and genuine friendship. A hostile town can completely destroy the efforts of the community correctional setting. A receptive town can make corrections really work. It is a major responsibility of training to develop positive relations with the community.

Small Size

There are two major training implications of the usually small size of the rural correctional setting: (1) in-service training must furnish job-function definitions; and (2) that the multi-faceted requirements may require development of skills. To understand these implications, it might be well to consider again the "typical" characteristics of the small rural correctional setting. These characteristics are found, of course, in greater and lesser degrees in specific rural correctional settings. Some however, are apt to be generic to each correctional situation.

In the larger urban setting, the size of staff allows for one person to do jobs of a similar nature. It is likely that the correctional staff member in the small rural setting, however, will be required to perform numerous kinds of jobs simultaneously and some of these tasks may be beyond his defined job. The training of the rural correctional worker will probably not have encompassed all the areas in which he will be required to work. It is possible that his skills and training were matched with his major defined job function and he may have no real abilities in auxiliary job functions. A fairly frequent example of this situation is that of parole and probation supervisors who are expected to combine supervisory responsibilities with a case-load of correctional clients as well. It may be hard for such individuals to delineate where one job begins and the other ends. It is very important in the training of these persons to set up priorities with which they can weigh job demands and then act on those which have highest priority. It is also possible that such supervisors have attained their supervisory positions through years of experience and good performance as direct-service workers, and/or probation and parole officers. Therefore, they may never have been trained or had the necessary experiences to equip them to act in a supervisory capacity. This is only one example of the function of job definition and concomitant skill development which is so vital a training implication in the usually small sized rural community correctional setting.

In order to deal with this training need, the training officer must consider changes in organizational job-function definitions and in the mutual perceptions of job functions by members of the correctional organization. In the early planning section of the developmental phase, the training officer should help staff to determine just what job-function expectations are held. An especially effective way to accomplish this is in a staff training meeting. The training officer would ask that the administrator jot down what he thinks his job functions are, the supervisors job functions, and the job functions of the direct-service personnel (have them rank these in order of their importance). Similarly, the supervisors could list what they felt were the job-function responsibilities at their level, and at the administrative and direct-service levels. And the direct-service staff could list what they felt were their job-function requirements as well as those of the other two levels. From these lists, the training officer might draw a large 9-fold chart:

JOB FUNCTIONS FOR:[10]

BY	ADMINISTRATORS	SUPERVISORS	DIRECT SERVICE
ADMINISTRATORS	(1) Prepares budget — —	(1a) Supervises Probation and Parole Officers — —	(1b) Prepares presentence reports — —
SUPERVISORS	(2) Hires and fires — —	(2a) Prepares employee evaluations — —	(2b) Prepares Revocation Reports — —
DIRECT SERVICE	(3) Supervises Supervisory personnel — —	(3a) Manages district office, etc. — —	(3b) Counsels Probationers — —

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[10] For form see Appendix B.2, "Nine Fold Chart."

ADMINISTRATORS' PERCEPTIONS:

at #1 - At #1 would be listed what the administrators think each of his own job functions are, e.g., prepares budgets, etc.

at #1a - Next would be listed what the administrator thinks are the job functions of the supervisory staff, e.g., supervises Probation and Parole officers, etc.

at #1b - Next would be listed what the administrators think are the job functions of the direct-service staff (Probation and Parole officers), e.g., prepares pre-sentence reports, etc.

SUPERVISORS' PERCEPTIONS:

at #2 - At #2 would be listed what he thinks each of the administrators' job functions are, e.g., hires and fires.

at #2a - Next would be listed what he thinks are each of his own job functions, e.g., prepares employee evaluations.

at #2b - Next would be listed what the supervisor thinks are the job functions of the direct-service personnel, e.g., prepares revocation reports.

DIRECT-SERVICE PERSONNEL'S PERCEPTIONS:

at #3 - At #3 would be listed what he thinks each of the administrators' job functions are, e.g., supervises supervisory personnel.

DIRECT-SERVICE PERSONNEL'S PERCEPTIONS (cont.)

at #3a - Next would be listed what he thinks are each of the job functions of the supervisors, e.g., manages district office, etc.

at #3b - Next would be listed what the direct-service personnel thinks are his job functions, e.g., counsels probationers.

And thus the chart shows self-perceptions of job functions and perceptions of other job functions. If done properly, the training officer is able to encourage an atmosphere of real evaluation and desire for change that will allow such a training session to go on without animosity or the development of negative feelings.

The importance of this chart lies in its pointing up the probable gap between the mutual job-function expectations of the staff. When staff members begin to realize that their perceptions of functions are not realistic, the motivation for change will become great. And with the *actual* expectations of staff made explicit, the best routes of change will guide staff in the training process.

Both organizational and self redefinitions of job functions must then occur. The training officer might promote the formation of a "Reorganization Committee," made up of representatives of all staff levels. Its task would be to determine those job-function changes dictated by the chart and to discuss which the *organization* might sponsor. That is, certain responsibilities might be regrouped, reassigned, and new priorities set. As soon as new organizational job functions are developed, the training officer should work with staff and at each level to try to develop a solid sense of job function. Along with his immediate supervisor and the training officer, each individual might discuss his job function, what its responsibilities are in relation to staff and clientele, and so on.

It is incumbent that the training program in the small rural correctional setting foster positive redefinition at all levels of job functions. The redefinition of job functions is an important first step in dealing with the multiple responsibilities of the individual staff member in the small rural correctional setting. The second step which must be considered as a result of this implication is provision for skill development within the defined job functions. In this reference, skill development is intended in its broadest sense. It may be anything from typing skills to skills in interviewing. The early planning session of the program's developmental phase no doubt will have pointed out numerous training needs. New definitions of job functions will assist all staff members in determining where their strengths and weaknesses lie and what areas need development through the training program. The training needs listed in the early part of the developmental phase later may be modified by changed perceptions of tasks within the correctional organization. Once again, a nine-fold chart can be of help in developing overall planning of needed skill development. It is suggested that the Job Function format be used (see pp. 37-40).

SKILL TRAINING NEEDS FOR:[11]

	ADMINISTRATORS	SUPERVISORS	DIRECT SERVICE
BY			
ADMINISTRATORS	(1)	(1a)	(1b)
	–	–	–
	–	–	–
SUPERVISORS	(2)	(2a)	(2b)
	–	–	–
	–	–	–
DIRECT SERVICE	(3)	(3a)	(3b)
	–	–	–
	–	–	–

In this chart, those four or five areas of training which are felt to be most pressing at each level are listed by administrators, supervisors, and direct service staff. The unique value of the chart is the immediate comparison it allows between what one level sees as its skill-training needs and what the other staff members feel are needed at that same level. Then the training committee could set up the most pressing training needs in order of priority. As sections of the training program are implemented, evaluation can determine whether the change sought in the skill-training has been accomplished. Then those training goals which have been reached can be replaced by new goals, and those which are yet to be reached can remain at top priority in the training program.

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[11] For Form see Appendix B.2, "Nine Fold Chart"

Heterogeneity

The third major uniqueness of the rural correctional setting is the usual heterogeneity of its staff. As stated previously, this is a heterogeneity of training, background, experience, and level; and rather than being diversified by broad sections of service, the staff is likely to show diversity within a given broad job function. Varied training or educational experiences may be useful to a given job, but while certain staff members may have some of these attributes, others may have different ones. It has been shown that certain conflicts and problems eminate from this heterogeneity.

a. When different backgrounds are brought to bear on the same job function, friction may arise as to the one "right way" of doing the job.

b. Training itself .needs to be highly tailored to the differences among the staff members.

To deal with the first problem, the training officer should set up an open training experience in which each staff level has its own session. In this session the goal of the training officer would be to bring out into the open the various methods which each person uses in solving the problems of his job function. One way to do this would be to refer to the lists of major job functions which were made in earlier training sessions (see page 38). Then each person might describe what techniques and methods he uses in handling each phase of his job function. If the job function were counseling, for instance, the techniques might be based on psychology, sociology, social work, employment, counseling, etc., depending on the training background of the staff member. (Using counseling as a constant job function approach, this technique would work equally well for many other job functions, i.e., administrative tasks, public relations, pre-sentence investigations, and others.) These descriptions would help each staff member and the training officer to understand and identify the set of ideas which others might bring to a given counseling task. After this, the training officer might give a case example of a correctional client and ask each person to evaluate how he would go about dealing with this client. Each person would write out a case plan placing priorities on each phase of the treatment program for the client. In the extreme, each background represented by the staff members would place the client's problems (and their solutions) in light of his own discipline. That is, the social work trained staff member might put top priority on case work; the employment specialist on getting a job, etc. In practice there may not be quite so sharp a delineation, but it is almost certain that staff members with different backgrounds will see the priorities differently.

It is then the task of the group and the training officer to determine the "best" route of action. It is important at this point for the training officer to show that the "best" route of action on this case-example might be each individual's case plan. This is true because the proper technique ineptly applied is always more harmful than the less proper technique in the hands of a staff member who's familiar with it. But the crucial point which the training officer must make is that there are "best" techniques for dealing with each case; and each individual must become conversant with all of them if he is to provide maximum service to every correctional client. Furthermore, each case is likely to require the application of not just one but several techniques and approaches. The background of each correctional staff member will provide some needed tools for dealing with the correctional client. But the training officer's real goal is to identify those skills which are necessary to properly serve the correctional client, finding which skills are already held by what staff members, and to enable the staff to fill in their skill gaps. (He may wish to use the techniques described on page 42.) It is obvious that even a trained case-worker cannot become a public relations expert overnight, but the additional development of skills in relation to the community must become a part of his competency, without this ability, he is not a totally efficient part of the correctional organization.

There are three major ways to develop these necessary skills that round out the proficiency of correctional staff members at each staff level and for each job function: (1) individual skill development; (2) cross-fertilization by other staff members; and (3) job function division. These approaches may be used in combination or individually as the training content, available resources, and training needs dictate.

(1) Individual Skill Development - Certain individuals may require training in concepts which they need in order to provide necessary services within their job function. Such training may best be accomplished by direct experiences from the training officer. For instance, the training officer might hire a consultant for a one or two-day session on budget control. Certain administrative staff members may have had little or no experience or training in the handling of funds. A consultant might

provide a concerted experience with reference materials on the practical handling of program funds, resource allotment, etc. All or several staff members may require an individual training experience in some new field of competency. The advent of a new reporting form, a new legal right for correctional clients, or a new opportunity for correctional clients (such as a new community diagnostic and treatment center) would dictate an immediate training program for all affected staff members. They would need familiarization with the new resource, training in the various ways it might be utilized and, possibly, simulated experiences which would give trainee staff members practical knowledge for dealing with the new situation.

(2) Cross-Fertilization By Other Staff Members - The second way the training officer can assist the staff members in rounding out their skills is to match, in a training situation, those who possess the needed skills with those who lack them. In this process, both an open group situation and individual aid by the knowledgeable staff member will be helpful. In the group situation, all the staff members will contribute their skills to the solution of a problem. Then the training officer must guide the group in a self-analysis of skills and/or their lack. He would ask those staff members who had a given skill to identify its essentials in application to the problem. By applying the skill, they would help other staff members to understand the how and why of its application. It would then be up to the training officer to generalize the concepts discussed and to apply them to a series of similar situations. Next, the trainees would be given a similar situation and would be asked to apply

the concepts just discussed. They would be guided in this process by the knowledge and experience of those workers who already possess the skills. It is anticipated that the training roles will reverse as different skill areas are dealt with and the cross-fertilization of ideas will go from person to person as they find themselves able to contribute to the skill development of other staff members.

(3) Job Function Divisions - The third way in which necessary skills can be developed and utilized is by re-dividing job functions. This process is a good deal like the division of job functions discussed under the effects of small size on the rural community correctional setting. In the case of the heterogeneous staff, it may be wise to reconsider job function assignments. Staff members with highly heterogeneous backgrounds may have similar job functions. If the skills of one staff member seem more appropriate to a certain job function, it may be possible to reassign jobs so that he may concentrate on those job functions which utilize his highest levels of competency. Then, staff members who have other areas of special skill can concentrate on their skills, too; moreover, they will not be required to apply techniques which really lie outside their level of highest competency. This reassignment of job functions is not aimed at a complete departmentalization of tasks; some functions must be carried on by all staff members. But such a division seeks to match the most extreme problems with staff members most capable. For example, in counseling, the most capable staff member in terms of psychological training should be assigned those correctional clients whose primary readjustment problems are psychological. On the other hand, he should not receive a correctional client whose main concern is job placement. In the first

place, this is a misuse of his psychological skills; secondly, his job placement capabilities are probably not as great as his psychological training; and third, another staff member whose background is in job placement can be most effective on this case, both in terms of "production" and in terms of helping the correctional client. Whenever possible then, that person who is most capable to perform a given function should be matched with that function. The training officer should help staff to set up some regular, structured system for analyzing new cases, job functions, assignments, etc., as they enter the community correctional system, and for matching them as closely as possible with those staff members whose skills are most suitable.

Staff is obviously "heterogeneous" in respect to staff levels. The training officer must differentiate between those training experiences which are universal, and those which are linked to the needs of a given level (level-specific skills). For example, effective communication is imperative at all levels; staff must communicate up and down the line if they are to act effectively. Moreover, communication is a necessary skill for establishing community relations as well as for dealing directly with the correctional offender. Therefore, skill in communication is a training need which is universal; it must be developed at all levels of staff. All staff depend on communication as their basic tool for dealing with each other, the correctional client, and the community. As effectiveness of communication increases, so does the effectiveness of the correctional organization.

The training committee serves as one model for effective communication. It in itself seeks to enable the maximum communication of felt training needs within the organization. Rather than the training officer deciding what the communication training needs are, the training committee (which is representative of all staff) provides the assessment and assists in developing the content and methods necessary to meet these training needs. The training committee activity is only the beginning of effective communication. It must ask where the communication problems are and decide what can be done to solve them. Each staff level has communication needs specific to it, with various ways of best meeting these needs. The following examples are not intended to be mutually exclusive as it is recognized that some of these training needs will cross over staff levels.

ADMINISTRATION

1. Inter-agency communication - Development of better working relations with other service agencies. These are agencies, such as the state employment office, the schools, etc., whose aid is necessary in the rehabilitation of the correctional client. Administrators might be asked: What agencies' help do we require, but have trouble getting? How can we improve their understanding of our needs? In what reciprocal ways can we maintain active communication? Training sessions involving people from other agencies might lead to greater mutual understanding.

2. Public relations - Involvement of the public in the rehabilitative process is one of the prime techniques for increasing social change beneficial to better social functioning on the part of the correctional client. Development of innovative and viable methods for communicating the needs of correctional organizations within the community are a prime responsibility of the administrative staff members. Training questions which should be asked are: What image has the correctional program

projected in the community? In what ways could this image be improved? In what concrete ways could the members of the community be involved in the community rehabilitative process?

3. Organizational communication - The administrators must be able to communicate effectively up and down their staff line if they are to insure that the goals of the organization will be met. They should be able to understand the variance between organizational goals and the immediate problems of supervisory and direct service staff members. Bringing the solution of these problems and the organization's goals closer and closer together should be an ongoing objective of administrative communication. Open sessions with other staff members would provide feedback on the relative effectiveness of intra-organizational communication. Questions which should be asked: What routes of communication within the organization have been established? Are they really effective in relaying information and problems? Do solutions move as quickly as they are needed? Do other staff members feel that communication "from above" is only a formality, or do they really benefit from their interaction with the administrative level?

SUPERVISORY

1. The link - The supervisory staff members act as a link between the organizational planning of the administrative level and the action at the client service level. They most enable the direct-service level staff members to understand and act upon the organizational objectives as esposed by the administrative level. On the other hand, they have a responsibility to accurately relay feedback from the direct-service level to the administrative level so that it can modify and improve the services of the overall correctional setting.

2. Public involvement - The supervisory staff may likely have a large responsibility for public involvement. They are in a unique position of being able to translate overall program goals into the direct terms of actual service. Thus they may likely be able to reach and involve large numbers of the public in the community correctional program. The training needs which may be required might be:

a. public speaking;

b. use of audio-visual materials;

c. community organization techniques;

d. developing relationships with a rural community; and/or

e. reporting feedback in community reactions.

3. Teaching - The supervisory level is likely to teach various skills, especially to the direct-service staff. For instance, report writing might be taught by them in a simulated situation. The supervisor might list the characteristics of a case, or have another person play the role of a correctional client. Then each trainee could be required to write a report; these would be read, criticized, and suggestions made for better reports.

DIRECT SERVICE

1. Intra-agency communication-- The direct-service staff must increase its ability to observe and pass on successes and problems which occur in their day-to-day experiences. Report writing, staff meetings, etc., must effectively communicate these problems which they face which should come to the attention of the other staff levels.

2. Public relations - As closest link with the community, the direct-service staff must be trained to maximize the communication which will increase all forms of community involvement. Do the direct-service staff

members follow up contacts made in the field? Does each direct-service staff member have a significant number of community contacts who can aid in the rehabilitative process?

3. Report writing - Direct-service staff write many reports. Skill will increase their efficiency and ability to communicate useful information to administration and others. Are reports merely collections of marginally useful details? Should more selective writing be encouraged and taught? Selection of essentials and reporting on basically significant materials will increase the value of direct-service report writing.

4. Interviewing - Ability to communicate with correctional clients is basic. Direct-service staff must be equipped with the best methods and techniques for gathering information, and most importantly - enabling change. Training here should center around how one enables change - use of counseling, community involvement, and the myriad of other techniques.[12]

Management skills are level-specific; only supervisory and administrative staff members need training experiences in tehcniques of supervision, enablment, administrative decision-making, etc. There are some skills or training needs, though, which may be felt at two or more levels, but which may be feasible at only one level. Limits of time or money, or pressure for other training experiences may not allow the training officer to work with each level. In that case, he should set up a system wherein he would train one level and this training would, in turn, "percolate" to another level. For instance, skills in report writing are necessary at administrative, supervisory, and direct-service levels. Should training at all levels not be feasible, the training officer might concentrate his efforts on the supervisory level. Then the supervisors could pass on their skills in report writing to the direct-service staff. In order to enable such a percolation of skills, the training officer must make special effort to aid the trained level in identifying the _generic concepts_ of their training experience. Then they will be able to apply their skills to the specific sorts of problems and tasks which occur at another level.

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[12] For further examples see Appendix A.2(c), "LCYP Final Report Appendices," pp. 7.A.7 - 7.A.13.

These ways are some of the most useful by which the training officer through skill development can minimize all ill effects of a heterogeneous staff, and maximize the positive job function distribution made possible by multiple staff/skill backgrounds. Within any community correctional organization, however, there is bound to be conflict which arises from the basically different skills, backgrounds, and sets of ideas held by the various staff members. The sharpness of heterogeneity in the _rural_ community correctional setting may make the conflict more intense and less conducive to effective operations. Besides minimizing its ill effects and channeling the productive aspects of heterogeneity, the training officer should assist in developing a sense of common goals among the correctional staff members. In _orientation_ training, a firm sense of the overall correctional goals should be established.[13] New staff members may carry a residue of pre-conceptions about what the rural community correctional setting is trying to accomplish. Moreover, the more immediate, day-to-day goals of a given job function or staff level must be clearly understood. In order that these goals take on greater importance and do not become mere words, they must be more than intellectually understood.

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[13] For example see Appendix A.2(b), "LCYP Training Programs," pp. 28-29.

Similarly, skill development must constantly examine what the goals of the correctional organization are. More importantly, the staff members must measure their work performance against the stated program goals; are their efforts really those which will most effectively serve these goals? Management level training has a responsibility to examine the operational goals of the correctional organization for their effectiveness in reaching the overall program goals (i.e., rehabilitation, decreased recidivism, etc.). Does just effective counseling sufficiently reduce recidivism, or would increased community involvement add to the rehabilitation of correctional clients?

When the heart of the matter is reached, all staff members, in both orientation and staff development, must come to grips with their real priority of goals. The training officer must guide staff members to a self-examination of the goals upon which they actually act. The primary training objective here is to enable staff members to measure their real goals against the actual goals of the organization. Once again, the nine-fold chart can be of great assistance here.[14] Staff members would be asked to list their own daily operational goals, and what they perceive to be the goals of other staff members. Then, armed with a careful and introspective study of management of what the overall program goals really are, the training officer would lead a discussion session in which the group determines whether the various goals are effective in meeting the overall program goals. Often, operational goals may be effective; other goals may be unrealistic or the residue of old habits; still others may once have been effective but now need to be restructured in the light of new overall program goals.

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[14] See Appendix B.2

Rural Social System

The fourth major uniqueness of the rural correctional setting is its rural social structure. In many ways, the rural social system is the most unique and most important aspect of the rural community correctional setting. As stated previously, the relationship of the community to its correctional organization is crucial. The President's Crime Commission Report states that over two-thirds of all correctional clients are presently in community correctional settings. Increased growth in community corrections is further attested to by its economy, its greater effectiveness, and its ability to more rapidly integrate the correctional client. And, just as community corrections is becoming more important, so also is the importance of understanding and being well-equipped to deal with the community increasing for the correctional worker. This is especially true in the rural community where many of the staff may be new to the community, of urban training, and unfamiliar with the idiosyncrasies of the rural community setting.

All staff members should be involved in training centering around the rural community. Each staff level has its various relationships with the community, and each level should be equipped to deal with it effectively. In rural communities the direct-service staff represent the community correctional organization to the people of the community, since they deal directly with the community. It is their task to act as a bridge between the community people and resources, and the correctional client who is seeking reintegration. Therefore, they must understand the community and be able to use it fully as a partner in rehabilitating the correctional client.

Training the rural community and its social structure should be a part of both orientation and staff development. The new staff member will require the most extensive training in order to understand the total community structure as well as the correctional organization's relationship to it. Since the operational premise is that many rural community correctional settings have previously lacked training programs, it follows that there will be a great need for in-service training related to the community and its social structure. This is especially the case as the community takes on greater importance as an active force in the reintegration of the correctional client into his society.

Not only does the training officer have a training responsibility at all staff levels of the correctional organization, he must also be involved in training the community. A relationship between the community and the correctional setting is a two-way street -- both sides must be enabled to understand the other. Only in this way can the training officer ensure that the community becomes an active part of the rural community correctional effort.

Now, what is unique about the rural social structure? Three major topics have previously been discussed:

(1) That social structure is tightly knit and cohesive;

(2) That relationships are informal but highly defined (individuals with authority may wield great power without any formal recognition); and

(3) That the community is liable to be highly self-reliant in its dealings with community problems.

As a consequence, three major goals in training correctional staff to work with the community are evident:

(1) Staff must learn techniques which will allow them to penetrate the community. Until the community accepts the correctional staff, no cooperation can be achieved;

(2) The correctional staff must learn who, both the influential and the troublesome are, the leaders in the community, and deal with them so as to achieve maximum cooperation; and

(3) The self-reliance of the community must be channeled to the best uses of the correctional staff.

To achieve these goals, the training officer might design a training program like the following:

A. Overview

This is especially important for orientation of new staff members, although it would be a useful beginning in staff development. The physical community should be presented in terms of maps, geography, slides, etc. Then a really intensive tour would be an excellent way to apply the growing knowledge about what the community is really like. Important things which should be seen are:

(1) Factors in the economic base: industrial, agricultural, commercial. (These provide ideas on where a correctional client might find a job, job training, etc., and would also guide the correctional officer in understanding the kinds of job and training which will be applicable in this community.)

(2) Agencies and social institutions: welfare, employment office, extension service, public health, YM-YWCA, churches, schools, scouts, campfire, 4-H, grange hall. (These are formal institutions which the correctional client may utilize to gain services, advice, counseling, recreation, etc., for himself and his family. They also are important doors by which he can gain access to the people of the community and begin the reintegration process. The correctional officer must be familiar with them all and on good terms with their staffs if he is to be able to act as a broker between the agency resources and the correctional offender.)

(3) Informal social institutions: cafes, bowling alleys, poolrooms, and the like. (These are endemic to each community. However, once one knows the community, it becomes increasingly obvious where the townspeople congregate for informal socializing, and is often there that much of the most significant communication goes on between the community people. Moreover, they may be most at ease in such situations, so these informal gatherings are often the best areas of intervention for community correctional workers.)

(4) Trouble areas: taverns, rural slums (such as old logging camps, run-down parts of town, etc.), and any others. (Knowing where potential trouble might crop up is very important in dealing with correctional clients. Community programs tending to minimize the negative aspects of the rural community could be heavily backed by rural correctional systems. An excellent way to learn how and where disturbances occur is for each trainee to spend some time patrolling with local law-enforcement officers (sheriff's deputies and police).

After seeing the physical aspects of the community, a second broad area which should be well understood is the particular idiosyncrasies of the community. If one is not knowledgeable in this area, an excellent way to gain information is to invite a local community member to speak at a training session. The ideal speaker is the long-time resident who has a deep sense of the community's past and present way of life. The trainees' goal should be to understand any historical, cultural, ethnic, racial, or other factors which affect the community life. They should be alert to local festivals, fairs, and other occurrences of community importance. This knowledge is important from two standpoints. One, the correctional staff must understand and be able to work with these local idiosyncrasies. If community people see the correctional worker fitting into their way of life, the potential for cooperation will be much greater. Two, the correctional worker must be conversant with the unique cultural patterns of the community so that he can translate them to the correctional client. The client himself must learn to deal with these idiosyncrasies; some may be a hindrance, such as ethnic prejudice, while others may be an asset, such as similar cultural ties.

B. Community Relationships

Once an overall understanding of the community is gained, the next training goal is to enable the trainees to establish necessary relationships with community people. First of all, if some relationships already exist, individual trainees should be introduced at opportune times. Individuals, not groups, should meet community people. Special introductions are much less effective than a "spontaneous" meeting in a cafe, store, or gas station. In order to involve community persons in correctional programs they should be involved in the training process. A slide presentation depicting the correctional process is an excellent way to make community people feel more a part of their community correctional process (see page 17). Moreover, the wide appeal of a slide presentation will draw and hold attention much better than will many other devices. As meetings between correctional workers and townspeople takes place, each trainee should concentrate on following up his acquaintanceships. Just knowing the interests, problems, families, and work of community people will aid the correctional worker in getting to know them. Discussions among the trainees every few days will reveal "problem" people in the community who need to be approached differently; supportive community members should be cultivated. Eventually a representation of community people should be invited to help the correctional organization. When they arrive, the "community thrust" should be explained to them -- its economy, effectiveness, and greater chance for rehabilitation. Then they should be told that without their advice and help the efforts of the correctional program will be greatly impaired. Specifically, they should be asked to help identify training needs as a first step. Their participation in this process will greatly increase their own commitment to community corrections, and lead to the opening up of new avenues for rehabilitation of the correctional client within the community both through themselves and through their friends and associates.

This first fairly informal group of community people may be an excellent nucleus for later community relations. If possible, they should be encouraged to form some sort of citizen's advisory committee. They could act as an advisory and liaison body for the community correctional organization. The training officer must help the correctional staff to give really meaningful roles to these community people so that their efforts will be perceived by them as worthwhile. He may also work with the citizen's advisory committee when it meets to help its members understand the correctional setting and what they can do to make it better in their community.

All through this process, the staff should be maintaining,and extending the scope of their acquaintance within the community. These men and women are members of the community into which the correctional client is trying to fit; unless the correctional staff itself fits into the community, it can be of little help in enabling the reentry of the correctional client. As the community people get to know the correctional staff personally, they should also begin to learn something of what they do, what their goals are, and what the community can do to help the correctional system as a whole. The citizen's advisory council can be extremely helpful in passing on, from an interested layman's point of view, what the correctional agency is doing. This council, together with the staff, should be intent upon establishing the reputation and an understanding of community corrections, both so necessary if it is to gain full community support. The correctional staff should continue to involve itself in community life. Staff members need to be involved in community activities which are interesting and worthwhile. Such things as P.T.A., Boy Scouts, various civic clubs, and others, are all organizations where the correctional staff members can make real contributions to their community. At the same time, an increasing number of community people will see these correctional staff members as integral parts of the total community life.

This constant building of solid community relationships is done for several purposes. For one, the correctional system and its staff are part of the community. To function effectively they must know the community, feel part of its daily life, and be perceived by the community as "insiders" not as members of an outside agency. Furthermore, the more enlightened community citizen will realize the part the whole community must play in enabling community corrections. The correction's staff has the responsibility of aiding, advising, and doing supportive work which will encourage these people (such as the citizen's advisory council) to establish understanding and support throughout the community. The total effort of staff and citizens should be brought to bear initially on the rehabilitative process. If any correctional client is to reenter the community, he must enjoy a full relationship to it. He and his family must have access to a home, job, school, medical help, churches, credit, social facilities, and community support. These are not gifts but opportunities which the community must afford the offender. Without the rights and responsibilities of a citizen, he cannot be expected to feel or act like a citizen. And the only way he can gain access to such resources is through the community. The enablers of these resources are the staff members and the supportive citizens. They can give the correctional client entry to the community, as well as the advice and counseling which will link him to the community resources he needs. Such linkages include on-the-job training in local businesses or industry, which would allow him to earn a living while increasing his ability to hold and advance on a job. Another linkage would be in housing; proper housing at fair prices would allow him and his family to live decently and with self-respect. In the schools, teachers and administration must be equipped to handle and resolve any problems which might develop between the children of the correctional client and other children. Visits to the school by correctional staff members could possibly help the children in their attitudes. Films and slide presentations help children to understand that even though a grown-up makes a mistake he can yet learn to be a functioning member of society. Children usually echo their parents; but if their own true feelings can be appealed to in such a situatinn, the training officer may be able to gain friendship and acceptance for the offender's children. Provision for continuing education may mean the offender can go on to a better job and a successful community life. The correctional staff member who knows the churches and ministers in town can help the correctional client establish a relationship there. Credit, too, can be crucial commodity in allowing the correctional client to re-establish himself in community life. The references of local community people and staff members might encourage community businesses to extend credit. Most of all, though, the correctional staff should be trained in establishing maximum community participation in the community correctional process. The community must accept an active responsibility for the rehabilitation of its own correctional clients. The correctional staff, through its training and relationships with community people, must help the community to provide both tangible and intangible support needed by the correctional client for his successful and permanent reentry into his own rural community.

The ultimate goal of all this community involvement in the rehabilitative process is to increase the community's capability to assist and accept the correctional client. In other words, this involvement is aimed at bringing about social, attitudinal, and structural changes within the community. If wider variations of behavior can be understood, the community will be on its way to decreased criminal offenses. The training officer's role throughout is to guide the corrections staff to act as enablers. As they involve the community in the process of rehabilitation, their increased understanding through training will implement the social changes necessary for added means of reintegration for the correctional client.

B. OPERATIONAL PHASE

Thus far we have talked about the Developmental Phase of the training program. The second phase of the training process puts these developmental plans into effect -- the Operational Phase. The first thing to be considered in putting the training program into final operation is to insure that all physical facilities and arrangements are ready and appropriate.

Time should be allotted for the training session and the trainees excused from their regular tasks. The proper amount of time should be decided on beforehand so that there will be enough for all parts of the training session: presentation, audio-visual materials, problem solving, discussion, etc. Besides the consideration of time for the trainees, any resource people, too, should be carefully arranged for so that they will have time for briefing, and preparation.

1. Physical Facilities - The physical layout, including preparation of the room and presentation equipment and the setting up of furniture, should be ready prior to the training session. First, adequate space should be set aside. It should have ample ventilation to accommodate the number of people who will be involved; smoking should be considered. There should be adequate light, but it should also be readily adjustable for slide presentations, films, and other audio-visual aides. It is very important to have the proper audio-visual equipment for the presentations; for instance, does the tape recorder play the size tape which the guest speaker is bringing? All other materials, such as paper, pencils, copies of printed matter, forms, etc., should be anticipated and in

sufficient number. The tables and chairs should be arranged in a pattern appropriate to the presentation method; some sort of circle is best for discussions; or if an audio-visual aid is to be used, everyone should be able to see and hear easily. Too few or uncomfortable chairs can completely deaden the impact of an otherwise good training session. Comforts, such as coffee, convenient food services, rest-rooms, and so on, will make training participants much more receptive to the content of the training session. Even such mundane things as parking space and ash-trays are really training necessities in the Operational Phase.[15]

2. Methods - Different methods are, of course, fitted to different content. Each method has certain requirements of time, space, participation, equipment, etc.[16] Depending on the desired change and its requisite content matter, the methods of presenting training programs vary. The most complex method, the institute is a series of methods linked to provide a broad, yet intensive experience. It is usually several days' long and may combine discussions, workshops, lectures, problem-solving situations, etc. It can have a deep effect on a large number of trainees. Moreover, it can utilize the resources of many people and provide exchange or forum for sharing of experiences and ideas.

The workshop is an intense problem-solving situation. In it, people work together on a problem, trying to relate the content of the problem to a practical solution. The dynamics of the group are directed by a common goal, i.e., the solution of the problem, and the group's perception of its dynamics while working on the problem is the essential ingredient of workshop operation. The training experience depends to a large extent on the problem chosen -- real life situations force group members to combine their experiences and their intellectual conceptualizations; this causes fundamental reexamination of the effectiveness of their present set of assumptions and, with proper reinforcement, opens the door to productive change in the training situation. The composition of the workshop determines the kinds of cross-fertilization and solutions that will form the training experience. On a highly defined problem, generic to one discipline, a workshop that is largely homogeneous in the training of its participants may be productive for its intensity and complete examination of the given discipline's approach to that problem. In most problem-solving situations, however, the workshop group whose training backgrounds are heterogeneous will contribute a greater range of ideas and a high degree of cross-fertilization between the workshop attendants. The workshop is one of the most productive training methods for the rural correctional content because it is a training experience which simulates the kind of problem approach which ideally should be set as a component of the change initiated by the training program. Further, it effects this change not only intellectually, but more importantly it provides a deep experience which will be more meaningful and lasting to the trainees.

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[15] See Appendix B.4, "Training Check List."

[16] For examples of method and content see Appendix A.2(b), pp. 12-71.

The _seminar_ has limited use in the in-service training situations found in rural correctional settings. It is more academically oriented and suited to a group who can read material around a concept or pattern and discuss and criticize the contributions of these readings in a group situation. Its potential for change is limited, although its intellectual content may be high.

A third method is the discussion group. It is a looser form of group interaction than can be attained in the workshop. Its effectiveness is enhanced when it follows some stimulus, such as a lecture, a slide presentation, field experience, etc. This gives a common ground for an exchange of impressions and a development of the worth of the stimulus.

A fourth important method is the use of summary and reporting. This method follows a discussion or workshop and provides cross-communication among groups of the ideas and findings which they developed in their group situation. The requirement of reporting also prevents unnecessary digression in discussions; and it will help the discussion groups to synthesize and keep essentials at the forefront of their discussion. The very job of synthesizing the workings of a group forces the discussion group and its leader to a reexamination of the really essential components of a discussion and impresses them more deeply in the process.

There are various techniques which can be utilized within these methods by the training officer. Direct teaching, though traditional, is less effective than many other techniques. Its impact tends to be transitory since the involvement of the trainees in the training process is passive. It may provide a useful stimulus for more active techniques, such as the discussion group or the workshop. Questioning is a technique which can have a high potential for change among the trainees. It is a more active form of training and demands self-examination and appraisal which thus open more avenues for permanent change among the trainees. It should be carefully directed so that it neither becomes threatening to the participants nor deviates from questioning most beneficial to the training process. Case materials provide a highly valuable form of simulating real life experiences which will have a deep impact on the trainees. Life-like examples are provided which can be dealt with in problem-solving situations. This brings to light the various methods of dealing with correctional situations and opens them to constructive criticism. Moreover, newly learned concepts can be explained and then practiced through the use of case material. This technique provides opportunities for the trainees to play and practice new roles; it is one of the best ways to achieve new habit patterns and to effect change. Field experiences are, of course, an even more vivid technique of utilizing case examples. They provide real-life practice of conceptual experiences learned in other training contexts. Field experiences provide a highly effective last step in internalizing training content and effecting change among trainees by offering practical application of learned concepts.[17]

While the goal of the training officer is to encourage self-expression and questioning, he must always keep the training objective -- that of change -- foremost in his mind.

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[17] The United States Air Force has developed two very interesting publications which contain valuable information in preparing and conducting training sessions:

(1) The Air Force Staff Officer, Air University, United States Air Force, Maxwell Air Force Base, Alabama

(2) Conference Leadership Air Force Manual 50-8, United States Air Force

C. EVALUATION

If one considers the training process to be something of an upward spiral, the last part of each revolution is the Evaluative Phase. One begins with the Developmental Phase, moves to the Operational Phase, and then completes the cycle with the Evaluative Phase. The goal of evaluation is to measure how well the training program met its objectives. That is, did change take place in the trainees? Is their knowledge increased; has their behavior changed; do the correctional clients receive better service?

When the training officer has a measure of the effectiveness of a given training program, he can determine in what areas it has been successful, and in what areas modifications need to be made if desired change is to come about. Evaluation thus helps the training officer to define and redefine the training objectives. Moreover, individuals in the training process may have greater or lesser success in achieving desired change. With evaluative material, the training officer can tailor the training program to fit the requirements of the staff members as they move through the training process. Evaluation also allows for a checkup on long-range effects of training. Have changed attitudes and behavior become a permanent part of the staff members' patterns of operation. Or have the staff members reverted to old patterns of behavior and ways of thinking?

Change must be measured on many scales:

1. Attitudinal: Do the trainees perceive situations and solutions in line with desired attitudinal changes? Are their attitudes indeed changed, but not reflective of the training program's goals?

2. Knowledge: Do staff members have new skills, new techniques, new ways of communicating which they previously lacked? Are they able to do new things, or old things in innovative ways?

3. Organizational Change: Have structural changes in the organization come about as a result of the training program? Do management staff members set up correctional programs in new ways?

4. Behavioral Change: Are staff members approaching and solving problems in new ways in line with desired changes which the training program sought?

Evaluation is both formal and informal. Several questionnaires and check lists which will serve as guidelines for formal evaluation suited to various training programs are contained in the Appendices.[18] The training officer should question and observe to see if new behavior, attitudes, and knowledge have really been put into practice. Evaluation is basically feedback; it is communication to the training officer which allows him to measure the success of any phase of the training program. What needs to be asked: has desired change happened? Did the trainees, in fact, show increased knowledge, greater sensitivity, and positive attitude and behavioral changes that increased their skills in working with correctional clients?

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[18] Volume I, A.2(c), "LCYP Final Report Appendices," p. 7.B.2; pp. 7.C.1 to 7.D.14; and pp. 7.G.1 to 7.L.16.

Volume II, A.2(d), "Orientation to Youth Problems: A Community Training Program," (Youth Consultant Program), pp. C.1 to C.7 (Appendix Section).

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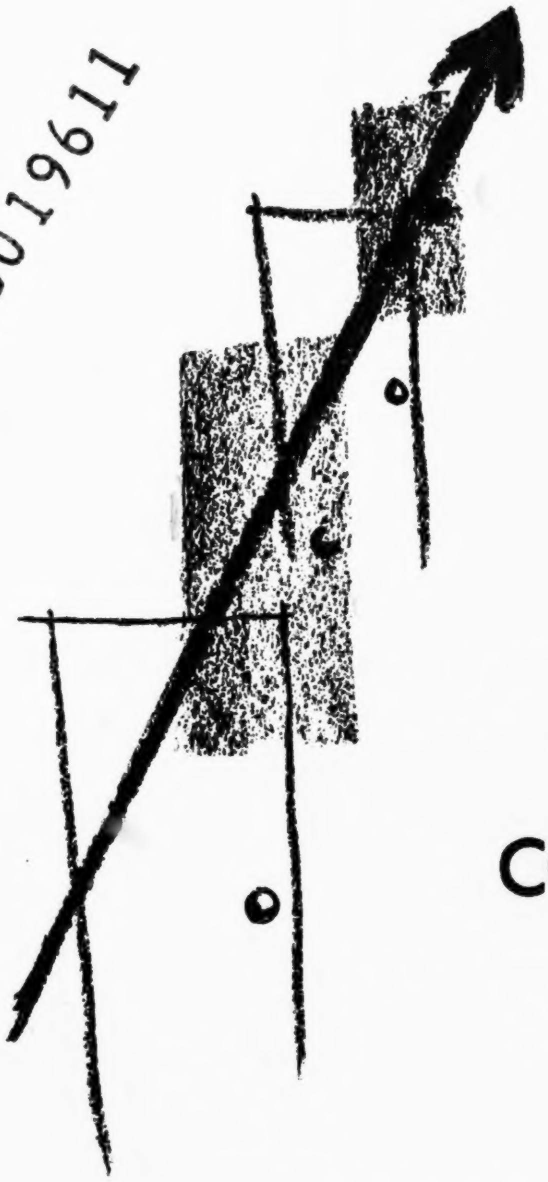

RURAL
CORRECTIONAL STAFF
AS AGENTS OF
COMMUNITY CHANGE:

–Developmental guidelines for the implementation of staff training programs for rural community based correctional personnel

APPENDICES

VOLUME I

LANE HUMAN RESOURCES, INC.
1901 GARDEN AVENUE
EUGENE, OREGON 97403

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APPENDIX A.1

THE CHALLENGE OF CRIME IN A FREE SOCIETY

(Chapter VI - Corrections)

CORRECTIONS*

"Corrections," America's prisons, jails, juvenile training schools, and probation and parole machinery, is the part of the criminal justice system that the public sees least of and knows least about. It seldom gets into the news unless there is a jail break, a prison riot, or a sensational scandal involving corruption or brutality in an institution or by an official. The institutions in which about a third of the corrections population lives are situated for the most part in remote rural areas, or in the basements of police stations or courthouses. The other two-thirds of the corrections population are on probation and parole, and so are widely, and on the whole invisibly, dispersed in the community. Corrections is not only hard to see; traditionally, society has been reluctant to look at it. Many of the people, juvenile and adult, with whom corrections deals are the most troublesome and troubling members of society: The misfits and the failures, the unrespectable and the irresponsible. Society has been well content to keep them out of sight.

Its invisibility belies the system's size, complexity, and crucial importance to the control of crime. Corrections consists of scores of different kinds of institutions and programs of the utmost diversity in approach, facilities, and quality. On any given day it is responsible for approximately 1.3 million offenders. In the course of a year it handles nearly 2.5 million admissions, and spends over a billion dollars doing so. If it could restore all or even most of these people to the community as responsible citizens, America's crime rate would drop significantly. For as it is today, a substantial percentage of offenders become recidivists; they go on to commit more, and as Chapter 11 shows, often more serious crimes.

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*The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, (Washington, D.C.: U.S. Government Printing Office, 1967), p. 159

For a great many offenders, then, corrections does not correct. Indeed, experts are increasingly coming to feel that the conditions under which many offenders are handled, particularly in institutions, are often a positive detriment to rehabilitation.

Life in many institutions is at best barren and futile, at worst unspeakably brutal and degrading. To be sure, the offenders in such institutions are incapacitated from committing further crimes while serving their sentences, but the conditions in which they live are the poorest possible preparation for their successful reentry into society, and often merely reinforce in them a pattern of manipulation or destructiveness.

These conditions are to a great extent the result of a drastic shortage of resources together with widespread ignorance as to how to use the resources available. Moreover, corrections by its very nature must always work at the "end of the line" of the criminal justice system, with those whose problems have overtaxed the resources of other systems.

However, there are hopeful signs that far-reaching changes can be made in present conditions. The Commission found, in the course of its work, a number of imaginative and dedicated people at work in corrections. It found a few systems where their impact, and enlightened judicial and legislative correctional policies, had already made a marked difference; a few experimental programs whose results in terms of reduced recidivism were dramatic. A start has been made in developing methods of classification that will permit more discriminating selection of techniques to treat particular types of offenders. But many of the new ideas, while supported by logic and some experience, are yet to be scientifically evaluated. Nevertheless, the potential for change is great.

As a foundation for its work, the Commission decided that a comprehensive, nationwide survey of correctional operations should be undertaken. Relevant information existed in bits and pieces around the country, but there was no overall picture of American corrections. The structure of probation and parole programs, institutions, theories, and procedures that together make up corrections is extremely complex and diverse. A few jurisdictions have relatively small probation caseloads, an integrated system of institutions, well-trained staffs, and a variety of experimental programs. Others consist of several autonomous and antiquated county jails, a state training school for juveniles, and a huge prison farm where convicts toil under the surveillance of trusties armed with shotguns.

It was necessary for the Commission to survey all of the disparate segments of the system so that its analysis and recommendations would not simply perpetuate the existing state of fragmented and inadequate knowledge. The Commission, therefore, in collaboration with the Office of Law Enforcement Assistance, arranged for the National Council on Crime and Delinquency, an independent, nationwide group with long experience in the corrections field, to undertake the necessary survey. The detailed report of this survey is presented in the corrections task force volume.

BACKGROUND OF CORRECTIONS TODAY

The survey gave the first accurate national picture of the number of offenders under correctional authority on an average day: 1.3 million (Table 1). This total is so much larger than had ever before been estimated that it has startled even those familiar with the field. It overtaxes the facilities, programs, and personnel of the correctional system badly. Moreover, if present trends in arrests and convictions continue, the system 10 years from now will be facing even more extreme pressures. The juvenile system, because of the rapid increase in the number of young people in the population, will be the most hard pressed. Adult probation and parole treatment will also suffer, because of the trend toward probation or early parole rather than prolonged confinement. In recent years, adult institutional commitments have been leveling off.

Table 1

Average Daily Population in Corrections

1965:	
Misdemeanant	342,688
Juvenile	348,204
Adult felon	591,494
Total, 1965	1,282,386
1975:	
Misdemeanant	482,000
Juvenile	588,000
Adult felon	771,000
Total, estimated, 1975	1,841,000

SOURCES: 1965 figures computed from the National Survey of Corrections and tabulations provided by the Federal Bureau of Prisons and the Administrative Office of the U.S. Courts; 1975 projections computed by the task force on science and technology.

Characteristics of Offenders

Offenders themselves differ strikingly. Some seem irrevocably committed to criminal careers; others subscribe to quite conventional values; still others, probably the majority, are aimless and uncommitted to goals of any kind. Many are disturbed and frustrated youths. Many others are alcoholics, narcotics addicts, victims of senility, and sex deviants. This diversity poses immense problems for correctional officials, for in most places the many special offender groups must be managed within large, general-purpose programs. The superintendent of an institution must meet the challenge of especially hostile and violent inmates, respond appropriately to those who are mentally disordered, guard against the smuggling and use of narcotics, provide instruction and supervision for the mentally retarded, and handle the dangerous and intricate problem of sexual deviance--all within a locked and artificial world.

Beneath the diversities, certain characteristics predominate. A great majority of offenders are male. Most of them are young: in the age range between 16 and 30. The life histories of most of them document the ways in which the social and economic factors discussed in Chapters 2 and 3 contribute to crime and delinquency. Education is as good a barometer as any of the likelihood of success in modern urban society; as figure 1 shows, a high proportion of offenders are severely handicapped educationally. Many of them have dropped out of school.

Offenders also tend to have unstable work records and, as shown by figure 2, a lack of .vocational skill.

A large proportion come from backgrounds of poverty, and many are members of groups that suffer economic and social disadvantage. Material failure, then, in a culture firmly oriented toward material success, is the most common denominator of offenders. Some have been automatically excluded from economic and social opportunity; some have been disqualified by lack of native abilities; some may simply not have tried hard enough. Many, too, have failed in their relationships with their families and friends. Offenders, adult or juvenile, usually have little self-esteem, and for some it is only when they are undergoing correction that they get a first glimmering of their personal worth.

Correctional Administration

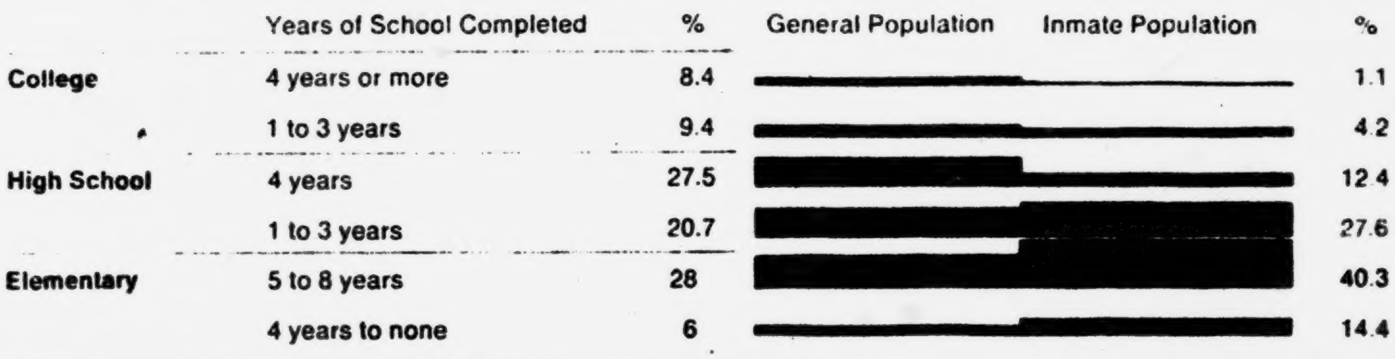
The differences among offenders do not account for the most salient differences among correctional facilities and procedures. These can be traced, rather, to historical development, administrative fragmentation, and divergent and unreconciled purposes and theories.

Table 2 shows the diversity of American corrections with respect to size and cost.

The Federal Government, all 50 States, the District of Columbia, the Commonwealth of Puerto Rico, most of the country's 3,047 counties, and all except the smallest cities engage in correctional activities--if only maintaining a primitive jail in which to lock up overnight those who are "drunk and disorderly." Each level of government typically acts independently of the others. The Federal Government has no direct control over State corrections. The States usually have responsibility for prisons and parole programs, but probation is frequently tied to court administration as a county or municipal function. Counties do not have jurisdiction over the jails operated by cities and towns.

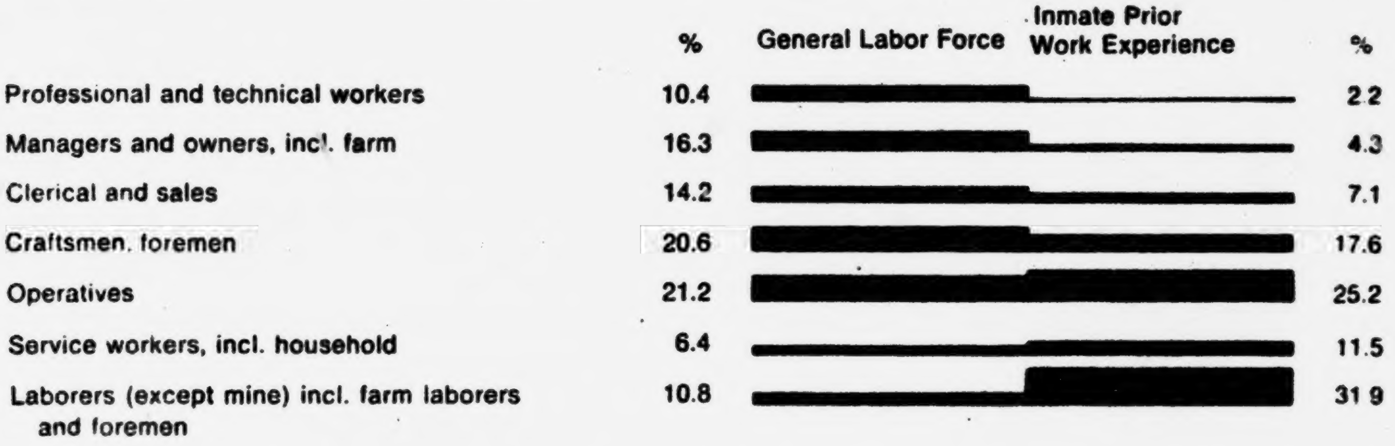
Responsibility for the administration of corrections is divided not only among levels of government, but also within single jurisdictions. There has been a strong historic tendency for juvenile and adult corrections to follow separate paths. Public support for rehabilitative first developed in connection with juveniles. Today, progressive programs for

Comparison of Educational Levels—Federal and State Felony Inmates Figure 1



Source U.S. Department of Labor, Manpower Administration, Office of Manpower Policy Evaluation, and Research, based on data from the U.S. Department of Commerce, Bureau of the Census.

Comparison of Occupational Experience—Federal and State Felony Inmates (Males) Figure 2



* All data are for males only: since the correctional institution population is 95 percent male, data for males were used to eliminate the effects of substantial differences between male and female occupational employment patterns.

Source U.S. Department of Labor, Manpower Administration, Office of Manpower Policy, Evaluation, and Research, based on data from U.S. Department of Commerce, Bureau of the Census.

Table 2.—Some National Characteristics of Corrections, 1965

	Average daily population of offenders	Total operating costs	Average cost of offender per year	Number of employees in corrections	Number of employees treating offenders
Juvenile corrections:					
Institutions	62,773	$226,809,600	$3,613	31,687	5,621
Community	285,431	93,613,400	328	9,633	7,706
Subtotal	348,204	320,423,000			
Adult felon corrections:					
Institutions	221,597	435,594,500	1,966	51,866	[illegible]
Community	369,897	73,251,900	198	6,352	5,081
Subtotal	591,494	508,846,400			
Misdemeanant corrections:					
Institutions	141,303	147,794,200	1,046	19,195	501
Community	201,385	28,682,900	142	2,430	1,944
Subtotal	342,688	176,477,100			
Total	1,282,386	1,005,746,500		121,163	[illegible]

SOURCES: National Survey of Corrections and tabulations provided by the Federal Bureau of Prisons and the Administrative Office of the U.S. Courts.

adults resemble progressive programs for juveniles, but more often than not they are administered separately to the detriment of overall planning and of continuity of programing for offenders. The ambiguity and awkwardness resulting from this division is nowhere more apparent than in the handling of older adolescent and young adult offenders, who often defy precise classification and are dealt with maladroitly by both the juvenile and the adult correctional systems.

Much the same is true of the historical barriers that exist between institutional and community programs. Parole and probation services have often held themselves aloof from jails and prisons, and they are frequently run entirely separately. One result often is that the transition between the way an offender is handled in an institution and his supervision in the community is irrationally abrupt. And of course there are also vast differences in many places between programs in such misdemeanant institutions as jails and workhouses, and those in State prisons and training schools.

The Personnel of Corrections

More than 121,000 people were employed in corrections in 1965. Only a small proportion of correctional staff had treatment and rehabilitation as their primary function. Twenty-four thousand, or 20 percent of the staff, were probation and parole officers working in the community, and educators, social workers, psychologists, and psychiatrists working in institutions. By contrast, 80 percent of correctional manpower had major responsibility for such functions as custody and maintenance.

Correctional agencies across the country face acute shortages of qualified manpower, especially in positions charged with responsibility for treatment and rehabilitation. Thousands of additional staff are required now to achieve minimum standards for effective treatment and control. Many more thousands will be needed in the next decade.

History and Theory

The oldest part of the correctional apparatus is institutional confinement. Until the middle of the 18th century, execution and such corporal punishments as flogging and pillorying were the principal means by which society dealt with offenders. Their replacement by imprisonment arose from both the growing spirit of humanitarianism that accompanied the "Enlightenment" in Western Europe, and the effect of the philosophy of utilitarianism developed in the last 18th and early 18th centuries. Criminals were no longer seen as men and women possessed by evil demons that had to be exorcised by corporal punishment or death. They were persons who had deliberately chosen to violate the law because it gave them pleasure or profit.

Imprisonment was seen on the one hand as a punitive sanction to deter lawbreaking by making it painful rather than pleasant. On the other hand, unlike corporal punishment and execution, it gave an offender an opportunity to reflect in solitude over his wrong choices and to mend his ways. Not incidentally, of course, incarceration also prevented an offender from committing further harm against the community, which corporal punishment short of execution did not.

Many legacies of these philosophical developments run through corrections today. They can be seen in much prison architecture for adult felons, grim and fortresslike, with tier upon tier of individual cells arranged chiefly with a view tosecurity. They can be seen in the daily regimen of many such institutions, too, though in most cases this has been mitigated by later correctional movements. The wide gulf between inmates and staff in many prisons, maintained by restrictions on "fraternization" rules of address, and constant rollcalls and inspections, is part of this. Impersonality extends to dress, restrictions on conversation with other prisoners, and the way in which prisoners are marched in groups from cells to dining hall to shop. Cells are usually small and bare, with prisoners locked into them at night and out of them--and into shops, recreation rooms, or simply hallways--during the day. Juvenile training schools, though their architecture and their routine are far less forbidding, too often emphasize in subtle ways that restraint is their primary purpose and treatment a casual afterthought.

A prisoner under this sort of regimen is expected to "do his own time" aloof from staff and other inmates, and his release may often be accelerated or postponed according to his good or bad behavior in this peculiar institutional setting rather than his preparedness to enter the world outside. Many institutions, especially those for juveniles have counselors, teachers, and chaplains whose charge it is to aid in the process of rehabilitation, but their limited role and number typically make significant rehabilitative efforts impossible. Shops and farms or other work activities too often are operated primarily because of their value to the state and conducted in a fashion useless for instruction in skills and habits needed to succeed in the community.

This model of corrections has further inadequacies. With offenders of all kinds confined together and handled indiscriminately without close staff contact, a special inmate culture may develop that is deleterious to everyone, and especially the juvenile, who is exposed for the first time to it. Certain inmates--often the most aggressive--assume control over the others with tacit staff consent; in some adult institutions this situation is formalized through the use of "trusties"--sometimes armed--to carry the burden of close supervision. Rackets, violence, corruption, coerced homosexuality, and other abuses may exist without staff intervention. The physical inadequacy of the older prisons has been compounded in most cases by severe overcrowding. At best, however, their construction is unsuited to most rehabilitative programs. It is difficult to hold group counseling sessions when there are no rooms of a size between cells and the dining hall; difficult to release prisoners during the day to settle themselves into regular jobs in the community when the nearest town is miles away; difficult more generally to promote self-discipline and responsible independence in an institution architecturally dedicated to intimate and constant authoritarian control.

These conditions have given rise to a whole series of changes, beginning as long ago as the latter part of the 19th century. Authorities in most jurisdictions began to realize that mere restraint could not accomplish the purpose of corrections, and that many of the features of prison life actually intensified the problems of offenders. The resulting determination to undertake more positive efforts at reformation was accompanied by the recognition that motivation was more than a matter of rational choice between good and evil, and that psychological treatment might thus be a necessary part of corrections. It was also recognized that the useful occupation of prisoners in shops, farms, classes, and recreation would ease institutional tensions and contribute to an atmosphere less detrimental to rehabilitation.

The reform model reshaped all roles in the correctional system. No longer was the offender regarded as a morally deficient person, to be controlled by a keeper. Instead he became, for some purposes at least, a "patient." The old rule--"Let the punishment fit the crime"--was replaced by a new maxim--"Let the treatment fit the needs of the individual offender."

On the reform model was built a far more complex approach to corrections than had existed before. This new approach began with and has gained most ground with juveniles, who had previously been imprisoned indiscriminately with adults, but now began to be treated separately. A wide range of services was to be provided: Education; vocational training; religious guidance; and eventually psychotherapy in its various forms. Prison schools and counselors would help some; prison industries would accustom others to the beneficial effects of regular employment as against the irregular gains of crime. The main focus was on the individual--on correcting him.

The new ideals led to the development of different kinds of institutions. Medium-security prisons were built that had fences rather than walls and guard towers, rooms rather than cells, locked doors and windows rather than bars. Minimum-security facilities showed even greater departures: Schools where offenders lived in cottages, forestry camps and farms where they lived in barracks without locks and worked without armed surveillance. Facilities were created for women, for youths, for reception and diagnosis, for prerelease and postrelease guidance, for medical and psychiatric treatment, for alcoholics, for addicts, for sexual psychopaths, and for others.

Some of the reforms have been notable. The Federal prison system and several State systems have taken leadership in bringing about many of the changes discussed later in this chapter--from such important atmosphere changes as dining facilities with small tables to modern prison industries and programed learning. The progress that these reforms have made has not been uniform or free from complications, however. The old buildings were built in the stoutest fashion, and it has been difficult to secure their replacement. Today there are 25 prisons in the United States over a hundred years old. Old methods and evils have been perpetuated as well as old architecture. In some States juveniles are still jailed with adults. In a few, the bulk of the corrections population is still employed on vast farms raising cash crops under conditions scarcely distinguishable from slavery. Flogging is still practiced in at least one place as discipline even for such offenses as "overlooking okra"--carelessness in harvesting. But a more pervasive evil is idleness; this is especially destructive where there are no industries, no educational programs, no recreational facilities--only aimless loitering in corridors or yards.

Where it has come, the process of reform has not always been smooth. Those in the field have sometimes lacked the inclination, and have almost always lacked the resources, to evaluate their new programs carefully. There has been a tendency for the correctional field to adopt new or seemingly new programs in an impulsive, sometimes faddish manner, only to replace them later with some more recent innovation. Much supposed progress really has been only circular movement. "New" approaches turn out to be devices tried elsewhere under a different name. The advance guard of corrections in one jurisdiction may be stressing individual and family therapy; in another, vocational training and job placement; and in still another, group treatment relying upon the influence of fellow offenders to accomplish rehabilitation. Frustration in achieving clear results sometimes leads officials to drop one approach and move on to a completely new one, or to add treatment methods one on the other without clearly distinguishing their purposes.

Correction of offenders has also labored under what is coming to be seen as a fundamental deficiency in approach. All of the past phases in the evolution of corrections accounted for criminal and delinquent behavior primarily on the basis of some form of defect within the individual offender. The idea of being possessed by devils was replaced with the idea of psychological disability. Until recently reformers have tended to ignore the evidence that crime and delinquency are symptoms of the disorganization of the community as well as of individual personalities, and that community institutions--through extending or denying their resources--have a critical influence in determining the success or failure of an individual offender.

The responsibility for community treatment and supervision has been entrusted mainly to probation and parole services. As noted, these programs handle far more offenders than do institutions. Probation--supervision in the community in lieu of imprisonment--was first established for juveniles almost a century ago, and is now at least superficially available for both juveniles and adult felons in a majority of States. Very little probation service is available to misdemeanants.

Parole, the postincarceration equivalent of probation, dating from about the same period, is also widely used for juveniles and felons, but seldom for misdemeanants.

Often probation and parole are separately administered, probation as a service to the courts and parole as a part of State correctional agencies. Probation officers typically spend much time preparing sentencing reports for judges in addition to supervising offenders. Parole officers perform like functions for parole boards in providing information relative to decisions to grant or revoke parole.

Supervision consists basically of a combination of surveillance and counseling, drawing partly upon the methods identified with social casework, but distinguished by the need to enforce authoritative limits and standards of behavior. Offenders are put on probation or released on parole subject to certain conditions: That they stay out of trouble; that they maintain regular employment or stay in school; that they not drink or use narcotics; and usually that they obtain permission for such steps as getting married, changing jobs or residence, or leaving the jurisdiction. The probation or parole officer's first duty is to "keep track" of his cases and see that they comply with these conditions. Often he has little time even for this function.

If this were the whole of the job, it still would not be easy to accomplish in most jurisdictions. But in fact probation and parole supervision aims at much more. An officer is expected to offer counseling and guidance and to help in getting a job or in straightening out family difficulties. In practice he is almost always too pressed to do this well. Probation and parole supervision typically consists of a 10- or 15-minute interview once or twice a month, during which the officer questions and admonishes his charge, refers him to an employment agency or a public health clinic, and makes notations for the reports he must file. The great pressures on these officers makes it difficult for them to exercise evenly and knowledgeably the tremendous discretion they have in recommending the revocation or continuation of community treatment when offenders under their supervision get into trouble.

There are, of course, many exceptions to this picture, some of them very impressive--experiments with small caseloads of offenders classified on the basis of need and given carefully prescribed treatment, and with agencies that use teams of caseworkers and have specialized services such as psychiatric treatment, legal advice, job placement, and remedial tutoring.

The challenge facing parole and probation officers is increased by the growing sense that the efforts of correctional officials should be directed toward both the offender and the community institutions--school, work, religion, and recreation--with which he must effect a reconciliation if he is to avoid further crimes. It is of little use to improve the reading skills and motivation of a juvenile offender if the community school system will not receive him when he is placed on parole, or if it cannot provide usable instruction for him. It makes little sense for a correctional institution to offer vocational training if an offender cannot find related work when he returns to the community. The process of repairing defects in the individual must be combined with the opening of opportunities for satisfying participation in community life, opportunities that lead toward legitimate success and away from illicit and destructive ways of life. For most offenders, however, the doors to legitimate opportunity are hard to find and harder to open.

There is a growing appreciation within the field of the irrationality that runs through much of correctional practice today: Of having such sharp lines between institutional and community treatment, between juvenile and adult programs, between local jails and State prisons; of spending so much on custody and so little on rehabilitation; of focusing so heavily on security during incarceration and so little on supervision to protect the community once an offender is returned to it.

While recent public opinion polls show increasing public sympathy with rehabilitative goals, conflict and uncertainty about the theories behind and the goals of corrections have impaired broad support for needed experiments and changes. Correctional treatment designed to meet the offender's needs is often (although not always) less burdensome and unpleasant than traditional forms of treatment. Thus, rehabilitation efforts may to some extent conflict with the deterrent goal of the criminal system and, if treatment is in the community instead of in prison, with the goal of incapacitating the offender from committing further crime. But the issue is not simply whether new correctional methods amount to "coddling." A major goal of corrections is to make the community safer by preventing the offender's return to crime upon his release.

COMMUNITY-BASED CORRECTIONS

With two-thirds of the total corrections caseload under probation or parole supervision today, the central question is no longer whether to handle offenders in the community but how to do so safely and successfully. Clearly, there is a need to incarcerate those criminals who are dangerous until they no longer are a threat to the community. However, for the large bulk of offenders, particularly the youthful, the first or the minor offender, institutional commitments can cause more problems than they solve.

Institutions tend to isolate offenders from society, both physically and psychologically, cutting them off from schools, jobs, families, and other supportive influences and increasing the probability that the label of criminal will be indelibly impressed upon them. The goal of reintegration is likely to be furthered much more readily by working with offenders in the community than by incarceration.

Additionally other goals are met. One is economy. In 1965 it cost, on the average, about $3,600 a year to keep a youngster in a training school, while it cost less than one-tenth that amount to keep him on probation. Even allowing for the substantial improvements in salaries and personnel needed to make community programs more effective, they are less costly. This is especially true when construction costs, which now run up to $20,000 for each bed in a children's institution, are included. The differential becomes even greater if the costs of welfare for the families of the incarcerated, as well as the loss of taxable income, are included.

Various studies have sought to measure the success of community treatment. One summary analysis of 15 different studies of probation outcomes indicates that from 60 to 90 percent of the probationers studied completed terms without revocation. In another study, undertaken in California, 11,638 adult probationers who were granted probation during 1956 to 1958 were followed up after 7 years. Of this group almost 72 percent completed their probation terms without revocation.

These findings were not obtained under controlled conditions, nor were they supported by data that distinguished among the types of offenders who succeeded or among the types of services that were rendered. But they are the product of a variety of probation services administered at different times and places and provide some evidence that well planned and administered community programs can be successful in reducing recidivism. These findings, combined with the data from the national survey of corrections showing that probation and parole services are characteristically poorly staffed and often poorly administered, suggest that improvement in the quality of community treatment should be a major goal.

Insuring Availability of Probation and Parole Supervision

The Commission's survey of corrections disclosed that there are still a significant number of jurisdictions that lack probation or parole facilities of any sort for misdemeanant offenders. Of the 250 counties studied in the national corrections survey, one-third provided no probation service at all. Institutionalization and outright release on suspended sentence without supervision are the only alternatives in such jurisdictions. Most misdemeanants are released from local institutions and jails without parole; information obtained in the survey from a sample of 212 local jails indicated that 131 of them (62 percent) had no parole procedure. In the other 81, only 8 percent of the inmates were in fact released on parole; thus 92 percent were simply discharged at the expiration of their sentences.

All States appear to have community supervision facilities for juvenile offenders and adult felons, but in some jurisdictions these are no more than nominal. Many small juvenile courts, for example, rely almost entirely on release on suspended sentence in lieu of probation supervision, and their judges attempt to keep a check on those released as best they can, often with the assistance of the local police.

These inadequacies can have serious consequences. Lack of community treatment facilities for misdemeanants and juveniles means the neglect of one of the most important lines of defense against serious crimes, since many persons with juvenile or misdemeanant records graduate to graver offenses. Lack of probation facilities also may mean that many minor and first-time offenders, who would be more suitably and economically dealt with in the community, are instead institutionalized. And lack of supervision, particularly through parole, means that the community is being exposed to unnecessary risks and that offenders are going without assistance in reestablishing themselves in jobs and schools.

The Commission recommends: Parole and probation services should be available in all jurisdictions for felons, juveniles, and those adult misdemeanants who need or can profit from community treatment.

If a prisoner serves his term without having been paroled, in most places he is released into the community without any guidance or supervision. But in the Federal system, and in several States, when an inmate is released before his maximum term because of good behavior, he is subject to supervision in the community for a period equivalent to his "good time credit." He is released to a parole officer under the same conditions as an inmate who is paroled, and he can be returned to prison to serve out his sentence if he violates those conditions.

The Commission recommends: Every State should provide that offenders who are not paroled receive adequate supervision after release unless it is determined to be unnecessary in a specific case.

The Need For Increased Manpower

The statistics from the national survey of corrections make clear the vastness of the community treatment task and the inadequacy of the resources available to accomplish it. They do not convey the everyday problems and frustrations that result from that disparity. These take many forms. For example:

1. A probation officer meets with a 16-year-old boy who 2 months previously was placed on probation for having stolen a car. The boy begins to talk. He explains that he began to "slip into the wrong crowd" a year or so after his stepfather died. He says that it would help him to talk about it. But there is no time; the waiting room is full, and the boy is not scheduled to come back for another 15-minute conference until next month.

2. A parole officer feels that a 29-year-old man, on parole after serving 3 years for burglary, is heading for trouble. He frequently is absent from his job, and there is a report of his hanging around a bar with a bad reputation. The parole officer thinks that now is a critical time to straighten things out--before it is too late. He tries unsuccessfully two or three times to reach his man by telephone, and considers going out to look for him. He decides against it. He is already far behind in dictating "revocations" on parolees who have failed and are being returned to prison.

3. A young, enthusiastic probation officer goes to see his supervisor and presents a plan for "something different," a group counseling session to operate three evenings a week for juvenile probationers and their parents. The supervisor tells him to forget it. "You've got more than

you can handle now getting up presentence reports for the judge. Besides, we don't have any extra budget for a psychiatrist to help out."

In these situations the offender is denied the counseling and supervision that are the main objects of probation and parole. Because the probation or parole officer is too overworked to provide these services, the offender is left on his own. If he does not succeed, he loses and the community loses.

On the basis of information gathered in the corrections survey, it is possible to form a general picture of the magnitude of need for additional probation and parole officers if they are simply to carry on orthodox supervision at the caseload levels widely accepted as the maximum possible. Figure 3 on the following page shows the average present caseload sizes of probation officers. The findings of the survey are alarming:

1. In the juvenile field there is an immediate need to increase the number of probation and parole officers from the present 7,706 to approximately 13,800. This manpower pool would mean caseloads of 35 offenders per officer, and would permit additional time for the hundreds of thousands of diagnostic investigations needed each year by juvenile courts. It is estimated that a total of 23,000 officers will be required by 1975 to carry out the functions essential to community treatment of juveniles.
2. For adult felons there is an immediate need for almost three times the number of probation and parole officers currently employed. This estimate again is based on an average caseload size of 35, for while adult probation and parole caseloads have typically been somewhat larger than those of juvenile systems, this difference is more a reflection of historical factors than one justified by a difference in need. On this basis, too,

population projections point to a requirement of a total of 23,000 officers in 1975.

3. The need for officers for misdemeanants is staggering; 15,400 officers are needed as against 1,944 currently employed. The number needed in 1975 is estimated at 22,000. This forecast, unlike those for adult felony and juvenile officers, is based upon needs for officers to supervise only the rather modest proportion of the misdemeanant group that could be aided in the community, plus others to provide minimal screening and classification services for the roughly 5 million persons referred to the lower courts each year. Many of the latter, particularly alcoholics, could be diverted from the criminal justice system if identified in time.

The Commission recommends: All jurisdictions should examine their need for probation and parole officers on the basis of an average ratio of 35 offenders per officer, and make an immediate start toward recruiting additional officers on the basis of that examination.

Standards for average caseload size serve a useful purpose in estimating the magnitude of present and future needs for probation and parole officers. But in operation there is no single optimum caseload size. Indeed, in the Commission's opinion, it would be a mistake to approach the problem of upgrading community treatment solely in terms of strengthening orthodox supervision to bring caseloads sizes down to universal maximum standards. Such an approach would ignore the need for specialized caseloads to deal differently with particular types of offenders, and for changes in the standard procedure that results in an offender being supervised by only one officer.

Furthermore many of the answers to manpower needs must be found outside the mold of the existing system. There is, for example, great promist in employing sub-professionals and volunteers in community corrections. Much work performed today by probation and parole officers could be effectively handled by persons without graduate training in social work or the behavioral sciences. In fact, organizing teams of workers within which the tasks of investigating, monitoring, helping, and guiding offenders are divided in a logical manner, would permit more specialized and individualized attention. The use of subprofessionals and volunteers could significantly reduce the need for fully trained officers.

Citizen volunteers have been used with apparent success by probation departments. Royal Oak, Mich., for example, has utilized volunteers for 6 years and claims a high success rate for the probationers who have received supervision. The General Board of Christian Social Concerns of the Methodist Church, the North American Judges Association, and the National Council on Crime and Delinquency have launched "Project Misdemeanant," a program to encourage other communities to develop programs similar to that in Royal Oak. By 1966, 75 communities in over 30 States had expressed interest, and a number of other such programs were operating or were in the developmental stage.

The State parole agency in Texas uses volunteers as assistants to parole officers. Volunteers contact parolees upon release and help arrange jobs for them or secure their readmission into school. Thereafter volunteers are available to counsel parolees in any problems they may have or simply to serve as the kind of successful friends whom many offenders have never known. The work of the volunteers is closely supervised by professional parole officers, to whom they go for guidance when there are signs of trouble.

Figure 3

CASELOADS OF PROBATION OFFICERS

Probation Officers with 0-50 Cases are Responsible For:

Percent of all juvenile cases	11.76
Percent of all misdemeanant cases	.86
Percent of all felony cases	3.10

Probation Officers with 51-70 Cases are Responsible For:

Percent of all juvenile cases	31.15
Percent of all misdemeanant cases	8.12
Percent of all felony cases	9.16

Probation Officers with 71-100 Cases are Responsible For:

Percent of all juvenile cases	46.41
Percent of all misdemeanant cases	14.68
Percent of all felony cases	20.69

Probation Officers with over 100 Cases are Responsible For:

Percent of all juvenile cases	10.68
Percent of all misdemeanant cases	76.34
Percent of all felony cases	67.05

The use of paid, subprofessional aides in probation and parole is also promising. Such people, if properly trained and supervised, could, for example, collect and verify information about offenders, work that now takes up much of the time that probation and parole officers could be spending in counseling and arranging community services for offenders.

Subprofessionals could provide positive benefits beyond that of meeting manpower shortages. People who have themselves experiences problems and come from backgrounds like those of offenders often can help them in ways professional caseworkers cannot. Contact with a person who has overcome handicaps and is living successfully in the community could mean a great deal more to an offender than conventional advice and guidance.

To the extent possible, subprofessionals should be prepared for career advancement within the corrections field.

The Commission recommends: Probation and parole services should make use of volunteers and subprofessional aides in demonstration projects and regular programs.

Mobilizing Community Resources

Basic changes also must be made in what probation and parole officers do. They usually are trained in casework techniques and know how to counsel and supervise individuals, but they are seldom skilled in or oriented to the tasks required in mobilizing community institutions to help offenders. Much of the assistance that probationers and parolees need can come only from institutions in the community--help from the schools in gaining the education necessary for employment; help from employment services and vocational training facilities in getting jobs; help in finding housing, solving domestic difficulties, and taking care of medical disabilities.

As Chapter 3 has pointed out with respect to juveniles, many offenders are, at the time of their offences, already rejects and failures in home, school, work, and leisure-time activities. Once they become officially labeled criminal or delinquent, and particularly once they have been institutionalized and their community and family ties have been broken, their estrangement from these primary institutions increases, and their sense of powerlessness to succeed in legitimate ways is accentuated. In many cases, society reacts to their criminality by walling them off from the help they most need if they are to turn away from criminality.

There are many specific barriers to reentry. Perhaps the most damaging are those limiting employment opportunity. The inability of ex-offenders to obtain the bonding needed for certain kinds of employment; licensing restrictions that deny them access to certain kinds of work; and outright ineligibility for many forms of employment. The rituals surrounding the banishment of a law breaker are very potent, but there are no rituals to remove from him the label of offender when he seeks to reenter the community.

Even stronger than these formal restrictions are the informal pressures operating throughout the community to "lock out" the person who carries a criminal stigma. Those who profess to believe in rehabilitation often personally shun ex-offenders who seek to return to school, find work, or join recreation groups. Of course, this fear is in some cases legitimate. But when it is not, there is rarely any official assurance to minimize it. There is usually no conference with the parole or probation officer at which a job applicant's background and problems are discussed, or means worked out to enable employers to consult the officer if problems result.

If corrections is to succeed in mobilizing varied community resources to deal more effectively with offenders, it must significantly change its way of operating. Probation and parole officers today direct their energies primarily toward the offender rather than the social environment with which he must come to terms.

Although it is important that present skills in working with individual offenders be retained and improved, much is to be gained by developing new work styles that reach out to community resources and relate them to the needs of the caseload. The officer of the future must be a link between the offender and community institutions; a mediator when there is trouble on the job or in school; an advocate of the offender when bureaucratic policies act irrationally to screen him out; a shaper and developer of new jobs, training, recreation, and other institutional resources.

The Commission recommends: Probation and parole officials should develop new methods and skills to aid in reintegrating offenders through active intervention on their behalf with community institutions.

A number of changes will be necessary if community corrections is to do this. A basic one is in the internal organization and management of many probation and parole agencies.

Few departments have expanded their concept of programing beyond the basic relationship between an officer and an offender. The resources of staff and of community agencies typically are made available to an offender through the officer to whose caseload he is assigned. There must be more direct relationships between offenders and persons who can help them to find success in legitimate ways.

Instead of giving a single officer total responsibility for an offender, the system needs to draw many persons into the task--teachers, vocational counselors, friends, family members, and employers. The aim must be to change the context of an offender's life as well as his personal orientation to the world around him. Most probation and parole agencies should reexamine their policies and operating procedures: how they assign cases, how they use the time of officers, and how they relate to the surrounding community.

The Youth Services Bureau recommended in Chapter 3 as an alternative to adjudicatory treatment of delinquents can both serve and be served by community correctional programs. Such bureaus could constitute a valuable point of referral for probationers and parolees. Corrections, on the other hand, could provide important assistance to the Youth Services Bureaus through diagnosis and investigation, and through provision of special treatment services not involving coercion.

Service Purchase

If community institutions can be encouraged to develop policies and operating procedures to help offenders, and to allocate a larger share of resources to them, their chances for success in the community will be greatly increased. Usually, however, a probation or parole officer has no means to encourage community institutions to extend this sort of help.

The Vocational Rehabilitation Administration of the Department of Health, Education, and Welfare has pioneered in the development of a method for helping handicapped persons overcome personal problems that stand in the way of self-sufficient performance in the community. This method, called service purchase, provides counselors with funds that they can use to obtain psychological, vocational, educational, medical, and other services for their clients when the counselors' own agencies cannot provide them. This approach would, in many places, be a valuable tool in reintegration of the offender. The ability to obtain a period of on-the-job training, for example, might well be a critical factor in moving an offender recently released from prison away from his earlier pattern of illegitimate associations and activities.

The Commission recommends: Substantial service-purchase funds should be made available to probation and parole agencies for use in meeting imperative needs of individual offenders that cannot otherwise be met.

Special Community Programs

One of the most disappointing experiments in corrections was conducted several years ago in California. The caseloads of some parole officers were greatly reduced to allow more intensive contact. Methods of parole supervision remained static; caseworkers simply had more time to devote to their usual duties of checking on progress in school or work, briefly interviewing parolees, and interceding occasionally in family or personal problems. The performance of parolees in avoiding further trouble with the law did not improve.

Substantial improvement did occur, however, when in a subsequent experiment parolees were divided into subgroups according to their special characteristics, and assigned to different kinds of officers who used different methods. This result has been confirmed and elaborated by an impressive line of research over the past several years. It was the basis for an innovative community program that has attracted national attention. In this experiment, the community treatment project of the California Youth Authority, juvenile court commitments from Sacramento and San Joaquin Counties were first screened to eliminate those offenders--about 25 percent of the boys and 5 to 10 percent of the girls--for whom institutionalization was deemed mandatory. From the remaining cases, assignments were divided randomly between the community project and the regular institutional programs.

The youthful offenders assigned to the community treatment project were placed in caseloads of 10 to 12 per officer. Treatment methods were tailored to meet the individual needs of each youth. They included a wide variety of personal and group counseling, family therapy, tutoring for the marginal or expelled student, occasional short-term confinement to provide essential disciplinary controls, and an increased use of foster homes and group homes.

A principal goal has been to determine the effectiveness of different kinds of treatment for different kinds of delinquents. Current results include striking differences in the responses to differentiated treatment. As the research data accumulate, important clues as to who should and should not be institutionalized are emerging, as well as insights in the specific kinds of treatment and control required for particular offenders.

After approximately 5 years of experimentation, the community treatment project reports that only 28 percent of the experimental group have been subject to parole revocation, as against 52 percent of the comparable control group who were incarcerated. The results have been so encouraging that the California Youth Authority has launched modified versions of the project in high-delinquency areas in Los Angeles (including Watts), Oakland, and San Francisco. By 1966, these community programs were handling a youth population of approximately 600, larger than the capacity of an institution, thus saving some 7 to 8 millions of dollars of construction funds plus the difference in costs between institutional and community treatment.

The Commission recommends: Caseloads for different types of offenders should vary in size and in type and intensity of treatment. Classification and assignment of offenders should be made according to their needs and problems.

In recent years, too, a number of imaginative programs have been developed that offer a middle ground between the often nominal supervision in the community provided by probation services and confinement in an institution. Some of them involve part-time residential supervision of offenders in small centers situated in their own communities. A significant element of some programs has been a research project to evaluate the effectiveness of the programs. These projects bring together in an extremely useful way practitioners interested in trying new methods and researchers concerned with increasing knowledge.

The prototype for several experimental programs was launched at Highfields, N.J., in 1950. The Highfields program limits its population to 20 boys, aged 16 and 17, who are assigned directly from the juvenile court as a condition of probation. It operates on the premise that corrections has its major impact on an offender during the first 3 or 4 months of contact. The inmates work during the day at a nearby psychiatric institution; in the evening they participate in group counseling sessions.

They are given as much responsibility for their own futures as the staff feels they can manage. Youths who do not respond favorably are transferred elsewhere, but those who do remain must confront their own and each other's problems, and participate actively in solving them.

For example, the boys are not usually released until their peers feel they are ready for freedom in the community. Robert Weber, who studied some 160 programs for juveniles immediately prior to the Commission's work, reported:

> If you ask a youth in most conventional institutions, "How do you get out?" you invariably hear some version of "Be good. Do what you are told. Behave yourself." If one asks a youth in a group treatment program, "How do you get out?" one hears, "I have to help myself with my problems," or "when my group thinks I have been helped." This implies a basic difference in the social system of organization, including staff roles and functions. In the large institution the youth perceives getting out in terms of the problem of meeting the institutional need for conformity. In the group treatment program the youth sees getting out in terms of his solutions to his own problems, or how that is perceived by other youths in the group.

The Highfields project has been a model for similar programs elsewhere: The Turrel Residential Center and Essexfields in New Jersey; Pine Hills in Provo, Utah; and other programs in San Francisco and Los Angeles, in Kentucky and New York. The California community treatment project, which was discussed above, is partly based on the Highfields approach. The Provo, Essexfield, and San Francisco versions, unlike Highfields, permit the boys to live at home. Program activity centers on gainful employment in the community, classroom studies, and daily group meetings. This regimen is rigorous.

During the Provo experiment, for example, all boys were employed by the city during the summer. They put in a full day's work on the city streets, the golf courses, the cemetery--wherever they were needed. They were paid 50 cents an hour. After work they all returned to the program headquarters to meet as a group. At 7 in the evening they were free to return home.

The daily group sessions were built around the techniques of "guided group interaction." All group members, not staff alone, were responsible for defining and addressing difficult questions. Such programs seek to discover how much responsibility for their own lives offenders can take and how to reward them for responsible behavior. The basic assumption is that change, if it is to occur, must be shared with others. It is reasoned that if a youth can see others changing and receiving support for doing so, he is more likely to change himself.

Because these programs are located in the community, the problems with which the participants struggle are not the artificial ones of institutional life but the real ones of living with family, friends, school, work, and leisure-time activity. The available evidence indicates that these programs are achieving higher success rates than the institutional alternatives, and at a substantially lower cost.

Another effort to find alternatives to institutions is the program of the New York State Division for Youth. This agency, which is independent of the State training schools and prisons, deals with the offenders served by both. Originally developed to subsidize delinquency prevention programs, it moved into the direct-service field about 5 years ago. For the more delinquent youth, several programs that are replications of the original Highfields model have been developed. For the younger or more immature youth, who needs to be removed from inadequate home or community situations, the agency provides a series of small forestry camp operations, which combine work with schooling and group counseling. And for the youth who needs support in his efforts to obtain emancipation from a poor home environment, there are residential centers within the cities. The program provides shelter, group guidance, and supportive counseling by a small staff, but it relies primarily on the educational and employment resources of the community.

The Commission recommends: Correctional authorities should develop more extensive community programs providing special, intensive treatment as an alternative to institutionalization for both juvenile and adult offenders.

CORRECTIONAL INSTITUTIONS

On an average day in 1965, as Table 3 shows, there were some 426,000 persons in correctional institutions. Whatever the differences in type and quality among correctional institutions--from huge maximum-security prisons to open forestry camps without guards or fences, from short-term detention homes for juveniles to penitentiaries where men spend most of their lives, from institutions of brutal or stultifying routine to those with a variety

Table 3

Daily Average Number of Inmates in American Correctional Institutions in 1965

Institutions primarily for adults:	
Federal prisons	20,377
State prisons	201,220
Local jails and workhouses	141,303
Total	362,900
Institutions primarily for juveniles:	
Public training schools	43,636[1]
Local juvenile institutions	6,024
Detention homes	13,113
Total	62,773
Grand total	425,673

[1] Includes 1,247 Juvenile and Youthful offenders in Federal Bureau of Prisons institutions.

of rehabilitative programs--there remains an inherent sameness about places where people are kept against their will.

It arises partly from restraint per se, whether symbolized by walls and guns or by the myriad more subtle inhibitions on personal liberty. It arises from the isolation of the institutional community from the outside world and from the alienation and apartness of the inmate society. It is fed by the strangeness of living apart from families, with no choice about place of residence, selection of intimate associates, or type of occupation--all crucial values that are taken for granted in the world outside.

These restraints have both advantages and disadvantages. On the one hand they serve the function of punishment and deterrence. They also prevent the dangerous offender from committing further crimes in the community during the term of his sentence. And by keeping him apart from the conditions of community life and subjecting him to a special environment that can be artificially controlled 24 hours a day, they sometimes afford opportunities for rehabilitative treatment that cannot be duplicated in the community.

On the other hand, an artificial environment that works against self-reliance and self-control often complicates and makes more difficult the reintegration of offenders into free society. Sometimes institutions foster conspiculously deleterious conditions--idleness, corruption, brutality, and moral deterioration.

There are many ways in which the advantages of institutionalization can be exploited and the disadvantages minimized. For many offenders, institutionalization can be an extremely valuable prelude to community treatment. For a few, those who must be incapacitated for society's protection if not their own, it is the only possible alternative.

A Model for Institutions

The Commission's national survey of corrections and other studies showed it how far many jurisdictions still were from optimal uses of institutions. It was disturbed to find that much planning for institutional construction, and the attitudes of many officials concerned, indicated that these conditions were not likely to be radically changed in the future.

The Commission believes that there is, therefore, value in setting forth, in the form of a "model," the changes that it sees as necessary for most correctional institutions. There will, of course, continue to be special offender problems that must be dealt with in other kinds of institutions. But in general new institutions should be of the sort represented by the model, and old institutions should as far as possible be modified to incorporate its concepts.

The model institution would be relatively small, and located as close as possible to the areas from which it draws its inmates, probably in or near a city rather than in a remote location. While it might have a few high-security units for short-term detention under unusual circumstances, difficult and dangerous inmates would be sent to other institutions for longer confinement.

Architecturally, the model institution would resemble as much as possible a normal residential setting. Rooms, for example, would have doors rather than bars. Inmates would eat at small tables in an informal atmosphere. There would be classrooms, recreation facilities, day-rooms, and perhaps a shop and library.

In the main, however, education, vocational training, and other such activities would be carried on in the community, or would draw into the institution community-based resources. In this sense the model would operate much like such programs as the Highfields and Essexfields projects. Its staff, like probation and parole officers, would be active in arranging for participation by offenders in community activities and in guiding and counseling them.

Some offenders might be released after an initial period of detention for diagnosis and intensive treatment. The model institution would permit correctional officials to invoke short-term detention--overnight or for a few days--as a sanction or discipline, or to head off an offender from prospective trouble. Even if initial screening and classification indicated that long-term incarceration was called for, and an offender was, therefore, confined in another facility, the community-based institution could serve as a halfway house or prerelease center to ease his transition to community life. It could indeed serve as the base for a network of separate group homes and residential centers to be used for some offenders as a final step before complete release.

The prototype proposed here, if followed widely, would help shift the focus of correctional efforts from temporary banishment of offenders to a carefully devised combination of control and treatment. If supported by sufficiently flexible laws and policies, it would permit institutional restraint to be used only for as long as necessary, and in carefully graduated degree rather than as a relatively blind and inflexible process.

A final advantage of the concept suggested here is that institutions that are small, close to metropolitan areas, and highly diversified in their programs provide excellent settings for research and experimentation and can serve as proving grounds for needed innovations. Not only are they accessible to university and other research centers, but their size and freedom from restrictions foster a climate friendly to inquiry and to the implementation of changes suggested by it.

The Commission recommends:

Federal and State governments should finance the establishment of model, small-unit correctional institutions for flexible, community-oriented treatment.

Collaborative Institutions

Even in institutions committed to longer term custody, many steps can be taken short of this model to improve capacity to contribute to the reintegration of offenders. The most fundamental of these changes may be summed up as the establishment of a collaborative regime in which staff and inmates work together toward rehabilitative goals, and unnecessary conflict between the two groups is avoided.

Institutional communities in which persons are kept against their will tend to generate tension and conflict between the inmates and the staff. The task of prepararing the inmate for reintegration into the community becomes lost in elaborate forms of oompetition, in covert and corrupting reciprocities between guards and inmate leaders, and in forced maintenance of passivity on the part of inmates. This encourages anger toward--and yet complete dependence on--institutional authority.

The collaborative approach seeks to reverse this too common pattern. The custodial staff, for example, is recognized as having great potential for counseling functions, both informally with individual inmates and in organized group discussions. Administrators and business staff likewise have been brought into the role of counselors and assigned rehabilitative functions in some programs. This collaborative style of management is more readily achieved if the institution staff is augmented by persons from the free community with whom inmates can identify. This involves recruiting outsiders who can help the inmate to develop motivation for needed vocational, avocational, and other self-improvement goals. Volunteers and subprofessional aides can be as useful in institutions as in community-based corrections.

Another important dimension of the collaborative concept is the involvement of offenders themselves in treatment functions. Group counseling sessions, for example, provide opportunities for inmates to help each other, through hard and insistent demands for honesty in self-examination, demands that cannot be made with equal force and insight by staff, whose members have not had personal experience in the world of criminal activity. The loosening of inmate-to-staff and of inmate-to-inmate communication tends to reduce the inmate politicians's power. Moreover, the "rat" complex, which brings great social stigma and physical danger to an inmate who cooperates with staff in traditional institutions, is greatly diminished.

A delicate balance is involved between giving inmates a meaningful role to play in the life of the institution, and allowing them to usurp authority that should only be carried by staff. The line is still being fashioned in most institutions today, and more experience will be required to decide where it lies in specific areas such as assignment of inmates to job, work, and living units and decisions involving discipline and security.

The Commission recommends:

All institutions should be run to the greatest possible extent with rehabilitation a joint responsibility of staff and inmates. Training of correctional managers and staff should reflect this mode of operation.

Education and Vocational Training

It has been noted that the majority of offenders are severely handicapped by educational deficiencies from succeeding in a labor market that increasingly demands at least a high school education.

The society of delinquents and criminals is especially seductive to those unable to find legitimate pathways to success and self-esteem. Failure is cumulative in the typical case. Poor performance and small reward in the early school years lead to failing and dropping out at the high school level. This, in turn, makes entry into the world of work doubtful. Lack of specific skills is aggravated by inability to cope with time schedules and the standards of diligence and conformity required in most jobs.

Traditional work and vocational training programs within correctional institutions have not effectively solved such problems. A major difficulty in such programs today is the lack of incentives for achievement, which results in low motivation on the part of inmate trainees. Immediate rewards for efficient learning are small. Such long-term rewards as improved employability seem distant and unreal. In fact they often are unreal in the most practical sense that ex-offenders cannot secure the jobs for which they were trained in prisons and juvenile institutions.

Recent experiments in special education for students from culturally deprived neighborhoods have provided both insights and methods that can be transplanted into correctional programs. It is noteworthy that most inmates have had experience in the schools of poor neighborhoods. They have achieved far less academically than their intelligence test scores indicate they can achieve. The way to help them to learn is to make learning a rewarding experience and thus overcome the sense of failure and humiliation they have come to feel as a result of past performances in school.

One of the most promising approaches to this problem is the use of programed learning techniques. Special texts and machines present the material to be learned in small units. The student must master each part before he proceeds to the next. He goes at his own pace. It then becomes possible to use a variety of incentives and rewards for achievement. Programed instruction is discussed further in Chapter 11.

During the past few years there have been several experimental applications of programed instruction to correctional education. The most significant work has taken place in two centers. The Draper Youth Center, a reformatory-type institution in Alabama, has combined programed learning with efforts to change the social climate of the institution. Inmates who progress well in their studies are enlisted in a service corps to help other inmates. College students from nearby Auburn University have been recruited to work in this program.

Although no scientific evaluation has been made, informal reports show highly accelerated educational and vocational progress, as well as an apparent reduction in recidivism, on the part of those who participated in the special program.

At the National Training School for Boys, a Federal institution in Washington, D.C., a whole "programed environment" for rehabilitative learning has been created. The inmates have a wide range of choice as to how to occupy themselves, and are rewarded in "points" that are equivalent to money. They have a variety of opportunities to "spend" these points, but they may also be fined for misbehavior and so do not earn many points if they choose to be lazy or indifferent.

This program makes a determined effort to simulate the problems and conditions of life in the outside world. For example, the boys must use earned points to pay rent for especially attractive sleeping quarters or to purchase more desirable meals than those routinely offered. They may also purchase a variety of small items from a commissary or a mail-order catalog. Meals and visits to relatives are paid for with points; special recreational equipment and courses can also be purchased with points. Points may be earned by work, completion of programed courses, or good behavior. Such incentive programs go far toward stimulating inmates to take responsibility for their own lives. They create opportunities for learning how to deal with the very problems they will encounter in the community.

The Commission recommends:

Correctional institutions should upgrade educational and vocational training programs, extending them to all inmates who can profit from them. They should experiment with special techniques such as programed instruction.

The greatest need is at the elementary and secondary level; more than half of adult inmates have not completed elementary school. However, enrichment of programs is much needed at all stages, including college-level courses. Opportunity for bringing the resources of nearby universities into correctional institutions in new and creative ways is great, and is largely unexploited. But it is noteworthy that a "prison college" was recently started in San Quentin by the University of California and the Institute for Policy Studies of the District of Columbia.

There are about 6,000 academic and vocational teachers now employed in the Nations's correctional institutions. It is estimated that an additional 10,700 persons are needed immediately to develop effective academic and vocational programs. In order to close this gap, which is expanding rapidly, substantial subsidies are needed to recruit needed specialists and to provide them with the training required to make them effective in their complex and challenging task.

The Commission recommends:

States should, with Federal support, establish immediate programs to recruit and train academic and vocational instructors to work in correctional instituions.

Correctional Industries

Vocational training can in many cases be best carried out in conjunction with operating prison industries.

Work programs for prisoners were first established for "sturdy beggars" in 16th-century Europe, and were a dominant feature of American reformatories and penitentiaries from the outset. Typically, however, penal work programs have been repetitious drudgery, providing little incentive for diligent or enthusiastic performance. In some instances institutions have been and still are required to be self-supporting or even to show a profit; and work (generally agriculture) is carried on typically without regard for the offender, under conditions that have long since been displaced in the rest of society.

During periods when unemployment was extensive in the outside community and private businesses could not sell their goods, political pressures mounted to prevent prisons from engaging in enterprises seen as competitive. This culminated during the Great Depression in a variety of State and Federal laws designed to restrict the use of prison labor.

Beginning in 1929, with the passage of the Hawes-Cooper Act, the sale of prison-made goods was gradually restricted by Federal and State legislation. Today there are severe constraints upon the development of industrial work programs within correctional institutions. This fact, combined with a frequent attitude of suspicion and resistance on the part of organized labor and business interests, has made idleness a prevailing characteristic of most American prisons and jails.

In the absence of good industrial programs, maintenance and work details are usually so heavily overmanned that offenders do not learn from them the habit of working independently and with dispatch.

Prison-made goods tend to be inferior in design and workmanship to those available from private enterprise. Delivery has been unreliable, and, despite the availability of cheap prison labor, the products frequently cost more than similar items that are privately produced. This is the result of many factors, including the small size of prison shops, the lack of strong administrative support for industrial programs, and the dearth of imaginative and aggressive sales operations.

One of the first requirements for the promotion of more realistic and competitive correctional industries is a clear recognition on the part of the public that gross idleness in penal institutions works a serious detriment to the larger society. As has been noted, work skills are badly needed by many offenders. These skills are best developed under realistic conditions of production. Useful jobs cannot be learned in an environment of indolence and lethargy. Moreover, it is tremendously wasteful to support thousands of persons with no return of goods or services. Of course, increasing the productivity of prison industries would be futile if action also were not taken to increase the market for prison-made goods or, at the very least, increase the current percentage of the State-use market which is now the principal outlet for those goods.

The most extensive and successful use of prison industries is found in the Federal prisons. In 1965 Federal prisoners assigned to industry shops earned an average of $40 per month, according to their skill and productivity, primarily on a piece-rate basis. The industries also paid the cost of vocational training programs in the Federal prisons. The staff includes employment placement officers who help procure postrelease jobs for prisoners. In some cases industries and vocational training are supported by private businesses and labor unions and tied to job placement upon release. The Federal system offers a model for the development of prison industries programs in the States, although most States would be unable to duplicate its features without financial assistance from the Federal Government or cooperative arrangements with each other.

The Commission recommends:

States should work together and with the Federal Government to institute modern correctional industries programs aimed at rehabilitation of offenders through instilling good work habits and methods. State and Federal laws restricting the sale of prison-made products should be modified or repealed.

Strong and informed administrative support in State correctional programs will be required to upgrade services and to adopt the practices of private industry. Labor organizations and business firms could be of inestimable help in advising and guiding the development of new programs, and in neutralizing opposition to them.

Partial Release and Furlough Programs

Even within the limitations of most existing institutions, there are a number of means by which the transition from institution to community can be made less abrupt, and the resources of community institutions drawn upon to help in rehabilitation. Short-term furloughs from institutions have been used most extensively in Mississippi and Michigan, each of which has reported less than 1 percent failure to return. Juvenile institutions have used such procedures successfully, though parsimoniously, at family-gathering times, such as Christmas, Thanksgiving, weddings, and funerals. Furloughs are useful in helping to prevent the deterioration of family ties and in allowing offenders to try newly learned skills, and test the insights they have developed in counseling experiences.

The most striking increase in temporary release from institutions in recent years has been in work-release programs. Introduced in Wisconsin institutions for misdemeanants over 40 years ago, their use spread slowly until large-scale extension to adult felons began in North Carolina in 1959. Favorable experience there led to work-release programs for felons in the early 1960's in South Carolina, Maryland, and other States in rapid succession, and to work-release provisions for Federal prisoners under the Prisoner Rehabilitation Act of 1965.

Despite difficulties inherent in lack of experience in administering them, work-release programs have been highly successful. In North Carolina, where inmates are eligible for work release when they have served a relatively small portion of their sentences, cancellation of work release for serious misbehavior--generally absconding--has occurred in only 15 percent of the cases. Revocation has been lower in the Federal system, where prisoners usually enter work release approximately 6 months before their expected parole date.

With their earnings the work-release prisoners usually pay for their transportation to and from their work, and meet incidental expenses as well. They buy necessary work clothes and tools and pay union fees and income taxes. In some places they have also reimbursed the State for room and board. With the surplus above these expenses they can send money to dependants, pay fines and debts arising from their preprison activities, and save funds to use once they return to the community.

The Federal correctional system has been a leader in the establishment of special prerelease guidance centers--residential facilities where prisoners stay prior to parole and which help them arrange jobs and other contacts and adjust to reentry into the community. The same principles, on a less formal basis, are reflected in the halfway houses established by a number of State and local jurisdictions, often in cooperation with private agencies.

A number of work releasees and residents of prerelease guidance centers attend school part time or full time in addition to or instead of working. This arrangement sometimes is called study release. Particularly appropriate for juvenile and youthful offenders, it is highly developed at several State establishments resembling the Federal prerelease guidance centers. The New York State Division of Youth, for example, has several centers consisting of selected apartments within large apartment buildings, which serve primarily as alternatives to traditional commitment.

All of the programs described here suggest that crime control can be increased by making the transition from confinement in a correctional institution to freedom in the community a gradual, closely supervised process. This process of graduated release permits offenders to cope with their many postrelease problems in manageable steps, rather than trying to develop satisfactory home relationships, employment, and leisure-time activity all at once upon release. It also permits staff to initiate early and continuing assessment of progress under actual stresses of life.

The Commission recommends:

Graduated release and furlough programs should be expanded. They should be accompanied by guidance and coordinated with community treatment services.

Local Jails and Misdemeanant Institutions

No part of corrections is weaker than the local facilities that handle persons awaiting trial and serving short sentences. Because their inmates do not seem to present a clear danger to society, the response to their needs has usually been one of indifference. Because their crimes are considered petty and the sentences they serve are relatively short, the corrections system gives them low status. Many local jails and misdemeanant institutions are administered by the police or county sheriffs, authorities whose experience and main concern are in other fields. Most facilities lack well-developed recreational and counseling programs, sometimes even medical services. The first offender, the innocent awaiting trial, sometimes juveniles and women are imprisoned with confirmed criminals, drunks and the mentally disturbed or retarded.

A large majority of the 215 misdemeanant institutions examined in detail in the Commission's survey of corrections have few, if any, rehabilitative programs. Less than 3 percent of the staff perform rehabilitative duties, and some of these work only part time. It would not be uncommon to find a single psychologist--or none at all--for several thousand inmates (table 4). Most teachers and social workers are concentrated in the larger facilities, leaving the great bulk of institutions without any at all.

Since many misdemeanants go on to commit subsequent offenses, and many "graduate" into felons, the general lack of rehabilitative programs is critical.

Table 4

Distribution of Personnel in Jails and Local Correctional Institutions, 1965

	Number	Ratio of staff to inmates
Social workers or counselors	167	1:846
Psychologists	33	1:4282
Psychiatrists	58	1:2436
Academic teachers	106	1:1333
Vocational teachers	137	1:1031
Custodial officers	14,993	1:9
Admistrative and supportive services	3,701	1:38
Total	19,195	1:7

SOURCE: National Survey of Corrections.

In a few misdemeanant institutions promising steps have been taken to correct the deficiency. The St. Paul, Minn., workhouse has in the last 8 years substantially improved its work and educational programs. Professional staff is augmented by volunteers. Counseling and testing services for men under 21 years of age are provided through funding by the Office of Economic Opportunity. A work and school release program has been initiated. Since the inception of the release program, a high proportion of the inmates involved appear to have adjusted successfully.

Multnomah County, Oregon (Portland), is among the jurisdictions that have established special facilities as an adjunct to their county jails. Multnomah's program serves offenders who are sentenced for more than 60 days, apply for transfer and are accepted after case history review and psychological testing. The program includes work, counseling, tutoring by college student volunteers, corrective surgery, and dentistry. Work release has been added recently. Since December 1, 1963, when it received its first inmates, over 500 have been released. The recidivism rate has been estimated at less than 20 percent. The population includes all categories of misdemeanants, including skid row alcoholics and felons who ordinarily would serve prison sentences.

San Diego, Calif., has established five camps to which prisoners sentenced to the county jail are transferred after screening. Men are sent to particular camps according to their needs. One camp accepts only younger prisoners and has a specially trained staff selected for its ability to train and counsel younger offenders.

Such projects illustrate the progress that can be made by implementing reforms directed toward rehabilitation of offenders; they indicate that many of the measures required in institutions for juveniles and adult felons are also applicable to the misdemeanant system. It is not feasible in most States, however, to expect that advances such as these will be made as long as local jails and misdemeanant institutions are administered separately from the rest of corrections.

The Commission recommends:

Local jails and misdemeanant institutions should be integrated into State correctional systems. They should not be operated by law enforcement agencies. Rehabilitative programs and other reforms should be instituted.

The national survey found that in 93 percent of the country's juvenile court jurisdictions, covering 44 percent of the population, there is no place for the pretrial detention of juveniles other than a county jail or police lockup. In 1965, over 100,000 juveniles were confined in adult institutions. Presumably most of them were there because no separate juvenile detention facilities existed. Nonetheless, it is clearly undesirable that juveniles be confined with adults.

Even more undesirable is placing abandoned, neglected, or runaway juveniles in detention, a practice pursued in many communities that do not have shelter facilities under their welfare departments.

The Commission recommends:

Separate detention facilities should be provided for juveniles. All jurisdictions should have shelter facilities outside the correctional system for abandoned, neglected, or runaway children.

A special problem exists in the handling of persons awaiting trial or appeal. The implementation of bail reforms proposed in chapter 5 would go far toward alleviating the present situation in most jurisdictions, where large numbers of persons presenting no particular danger to the community are imprisoned pending trial, often to be released on probation afterwards. There will, of course, continue to be persons who require pretrial custody. However, in large cities they might still feasibly be housed or handled separately from adjudicated offenders.

The Commission recommends:

Wherever possible, persons awaiting trial should be housed and handled separately from offenders.

CORRECTIONAL DECISIONMAKING

The preceding discussion has been about the range of correctional treatment. There is another issue in corrections that has not been touched on--the range of decisions made by correctional personnel and the problems created by the great discretion they exercise. Most of these questions are old ones, but they have become acute with the widening of treatment alternatives and the growing advocacy of greater flexibility in choosing among them.

During the period when restraint was the dominant response to crime, there were only two major statuses to differentiate: In prison being punished and out of prison after having served a sentence. Concern for accurate factfinding and procedural safeguards was therefore focused on adjudication.

Today, however, an offender may be sentenced for an indeterminate length of time, with his release depending on the decision of correctional authorities. He may be referred to any of a wide variety of facilities or treatments on the basis of screening by correctional authorities. And he may be subjected to special discipline or punishment on the basis of determinations from which he has no appeal.

More numerous alternatives also create decision-making problems from the standpoint of effectiveness. Most correctional decisionmaking is to some degree handicapped by the following deficiencies:

First, important data often are not available, data which are essential to the making of sound decisions. In determining whether or not to grant parole for example, decisions usually are based on scanty information collected at the time the offender was committed to the institution. Information on changes that have occurred during confinement is usually either not available or inadequate.

Second, information that is available may be irrelevant to the outcomes which determine whether the decision was sound. It is characteristic of any decisionmaking process that those involved often are not aware of the particular bits of information they employ in arriving at a judgment. Moreover, the information they do usemay, be empirical standards, be unrelated to the judgment being made. The question of relevance cannot be answered by argument but only by careful research.

By withholding certain items of information from the directors of juvenile institutions in England, for example, one study found that prognosis of inmate performance could often be improved. Apparently certain items of information tended to mislead the officials because they attached greater weight to them than was warranted.

A final and related problem is that the volume of information often overloads human capacity for analysis and utilization. The sheer number of offenders under correctional supervision is staggering and is growing rapidly each year. Adequate disposition of these offenders may require tens or hundreds of items of information on each offender at each step in the correctional cycle. The potential of computerized information systems as an aid to meeting this problem is discussed in chapter 11.

Distinguishing Degrees of Dangerousness and Determining Optimal Disposition for Different Offenders

A core responsibility found in all phases of the correctional process is the requirement of gathering and analyzing that information about the offender that will provide an adequate basis on which to predicate the series of correctional decisions.

Whether the decision be to invoke the judicial process, to choose between probation or imprisonment, to select the appropriate degree of security in a correctional institution, to determine the timing for release from incarceration or the necessity for revocation of parole, the judicial and administrative decisionmakers are concerned with very similar issues.

These issues include:

(1) The extent or degree of threat to the public posed by the individual. Significant clues will be provided by the nature of the present offense, and the length of any prior record;

(2) The extent or degree of an individual's commitment to criminal or delinquent values, and the nature of his response to any earlier correctional programs;

(3) The kind of personal stability and responsibility evidenced in his employment record, residential patters, and family support history;

(4) The kind of personal deficiencies apparent, including educational and vocational training needs;

(5) The personal, psychological characteristics of the offender that determine how he perceives the world and his relationship to it.

A few correctional research programs are seeking to test the way in which these personal dimensions can be subjected to objective analyses and used as the basis for predicting the probable response to alternative correctional programs. Some progress is evident in both statistical and psychological research experiment.

Central to such evaluation is the necessity for identifying those dangerous or habitual offenders who pose a serious threat to the community's safety. They include those offenders whose personal instability is so gross as to erupt periodically in violent and assaultive behavior, and those individuals whose long-term exposure to criminal influences has produced a thoroughgoing commitment to criminal values that is resistive of superficial efforts to effect change.

For these persons the still primitive state of treatment methodologies can only offer a period of confinement followed by the kind of parole supervision that will provide the requisite control.

Clearly indicated is the need for an improved capability in the information gathering and analysis process and continued experimental development to improve the predictive power of the information gathered. These needs point to increased manpower and the training requisite for the development of sophistication and skill in the investigative-diagnostic process.

Paralleling these general needs is the need for professional clinical personnel to assist in the evaluation of the bizarre acting, seriously disturbed, and mentally deficient offenders, and to provide consultation and advice to the line staff who must deal on a day-to-day basis with this special group.

Improved correctional decisionmaking requires not only better information and personnel but also a wider range of alternative facilities and programs. These are particularly needed when dealing with disturbed or dangerous offenders.

Penal institutions tend to be a kind of catch basin for a myriad of human problems not resolved elsewhere. Correctional staff must deal not only with offenders as such, but with offenders who also are alcoholic, mentally ill or deficient, addicted to narcotics, or driven by psychological pressures to commit sexually deviant acts. The implications of these conditions for needed treatment resources are sobering indeed, if they are faced realistically.

It is true, moreover, that some categories of offenders require special treatment and control, not because they are pathological in a particular way but because they are different from the numerically dominant inmate group. For example, female offenders, especially juveniles, have mainly been provided only with inadequate imitations of the institutional programs used for males, despite factual evidence that their needs and their involvements in criminal activity are strikingly different. Older adolescents and young adults often are not served well by either the adult or juvenile system of corrections.

It would seem obvious that offenders are as different from each other as are people in the general population. Those who are highly skilled and persistent at manipulating and hoodwinking persons in authority must be handled firmly if change is to occur. Others need reassurance about their importance as human beings more than they need firm limits on their behavior. Still others require practical assistance in getting a job or securing needed training, rather than psychological help of any kind. And there are those who need no help at all; they have experienced a legal sanction and will manage ably enough in the community thereafter with only perfunctory contact with authority.

Special offender groups such as alcoholics, derelicts, those with psychological problems, narcotics addicts, gifted people with high IQ's and female offenders may also require very distinct kinds of services that can be provided most effectively and efficiently through specialized treatment. Promising experiments with this kind of classification have occurred in New York and Pennsylvania.

The problems of special offender groups should be approached through efforts to classify and handle them separately wherever this will achieve either improvement in their treatment or alleviation of the conditions under which other inmates are handled. This will require in many cases--particularly for local misdemeanant systems--that jurisdictions join together, as a number are now beginning to do, in operating joint facilities and programs for special offender groups, or alternatively that they contract with neighboring facilities to handle such persons.

The Commission recommends:

Screening and diagnostic resources should be strengthened, with Federal support, at every point of significant decision. Jurisdictions should classify and assign offenders according to their needs and problems, giving separate treatment to all special offender groups when this is desirable. They should join together to operate joint regional facilities or make use of neighboring facilities on a contract basis where necessary to achieve these ends.

Under such a pattern, the Federal Government would be in a particularly advantageous position to undertake the handling of small groups of special offenders who require highly specialized or long-term treatment. Maximum security prisoners and those serving life sentences, are among the groups that could be handled away from local communities.

Improving Parole Decisions

A particularly critical area of correctional decisionmaking is that which surrounds the granting of parole.

Chapter 5 has suggested a number of improvements in sentencing procedures. Unlike sentencing, which has traditionally been a judicial function, the parole decision is administrative. It is made by correctional authorities or by a special parole board, usually composed of laymen.

While many parole officials are extremely able and knowledgeable, some still are merely political appointees without training and many serve only on a part-time basis. Such a situation is incompatible with the development of the kind of expertise necessary to make a decision which is as complex and important as that made by a sentencing judge.

The Commission recommends:

Parole boards should be appointed solely on the basis of competence and should receive training and orientation in their task. They should be required to serve full time and should be compensated accordingly.

Parole boards should concentrate on developing and monitoring policy guidelines within which decisions about individual cases could be made fairly and consistently. Where the workload is heavy, boards should review the actions of professional hearing officers rather than attempting to carry on all hearings themselves.

In the main, both juvenile and adult releasing authorities must depend on their staffs for information about persons being considered for release. The quality of staff available to releasing authorities is, therefore, a crucial determinant in effective decisionmaking. Staff must be able to develop and assemble vital information and present it in such a way as to establish its relevance to the decision. Far too typically, the pattern is for an overworked caseworker to attempt to gather information on a prisoner from meager institutional records. Institution officials sometimes form their impressions primarily in terms of whether an individual was docile during confinement, rather than on the basis of his readiness for release into the community.

Another problem arises from the fact that the information on offenders often is fitted into a highly stereotyped format. The repetitious character of parole hearings, couple with the sameness of reporting style and jargon, make it very difficult for board members to understand the individual aspects of a given case and to assess them wisely.

It seems especially important that research and experimentation should be undertaken to develop improved information for use in making parole decisions and to discover better ways of presenting that information. There should be a flow of information on the performance in the community of offenders previously released, so that parole officials will know who succeeded and who failed to adopt law abiding ways.

Concern for the Rights of Offenders

As the line between institutional and community treatment becomes increasingly blurred, problems of achieving fairness in decisions relating to release will proliferate. Partial release to the community for work or study, placement in a prerelease residential unit--these are only some of many ways of gradually shifting an offender from life in an institution to life in the community. Given the many shades of gray along that transition route, and the present rapid invention of new variations on the theme, it is increasingly difficult to determine when the shift actually has been made--indeed this is the very point of such correctional strategy.

But many questions arise relative to the decisions that are made as the offender moves away from the institution. These questions become even more acute if it is decided that he should move part or all of the way back. This area of decisions has for a considerable time been the province of parole boards, but such new procedures as work furloughs and educational leaves sometimes place the decisions in the hands of institution officials.

These developments have increased the need to insure that adequate procedures are present to safeguard the rights of offenders. Already such formal decisions as parole revocation are coming to be seen as requiring legal representation of offenders--as the Commission recommends in chapter 5. Less formalized decisions--assignment to particular facilities and treatment programs, return of halfway-house residents to confinement before rather than after trouble--present greater difficulties.

On the one hand, such decisions can vitally affect the lives of offenders, and there is danger that they may be made on the basis of inadequate or incorrect information, or through prejudice. On the other hand, serious problems would be presented by subjecting these and similar actions to all of the traditional legal procedures associated with judicial due process requirements. The law has yet to define limits and standards in this area. But correctional authorities should take immediate steps to insure that there are adequate safeguards by providing for hearing procedures, review of decisions by persons removed from the immediate situation, explicit policy guidelines and standards, and adequate records to support decisions.

Offenders should always have administrative recourse for grievances against officials, and the adequacy of this recourse should be subject to review by some external authority.

The Commission recommends:

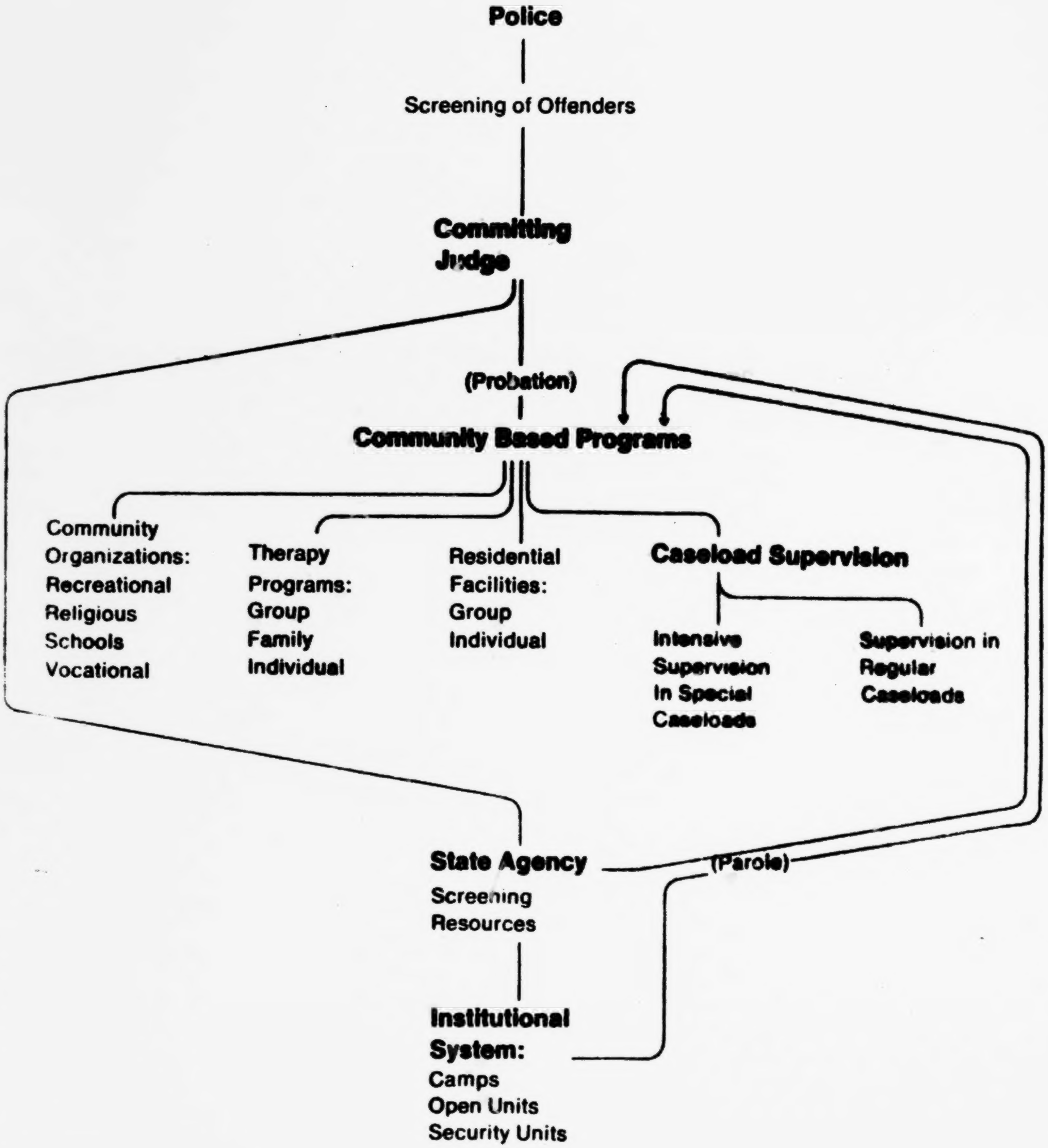
Correctional agencies should develop explicit standards and administrative procedures to enable those under correctional control to test the fairness of key decisions affecting them. These procedures should include gathering and recording facts and providing for independent monitoring and review of the actions of correctional staff.

CREATING CHANGE

The correctional programs of the United States cannot perform their assigned work by mere tinkering with faulty machinery. A substantial upgrading of services and a new orientation of the enterprise toward integration of offenders into community life is needed.

To achieve this end, there must be new divisions of labor, cooperative arrangements between governments, and a better balance between institutional and community programs. There must be a wide variety of techniques for controlling and treating offenders, and arrangements that allow these techniques to be used flexibly and interchangeably. A strategy of search and validation must be substituted for the present random methods of determining how correctional resources should be used. Figure 4 depicts the operational elements of a modern correctional system as recommended by the Commission.

Elements of a Modern Correctional System Figure 4


Police
Screening of Offenders
Committing Judge
(Probation)
Community Based Programs
Community Organizations:
Recreational
Religious
Schools
Vocational
Therapy Programs:
Group
Family
Individual
Residential Facilities:
Group
Individual
Caseload Supervision
Intensive Supervision In Special Caseloads
Supervision in Regular Caseloads
State Agency
Screening
Resources
(Parole)
Institutional System:
Camps
Open Units
Security Units

Such pervasive changes will require strong and decisive action. The following points out where responsibility for taking action rests and notes the cost and consequences of inaction.

Responsibility for Action: Role of Government

Certain principles should govern correctional operation:

(1) Correctional operations should be located as close as possible to the homes of the offenders.

(2) Reciprocal arrangements between governments should be developed to permit flexible use of resources. Regional sharing of institutional facilities and community programs should be greatly increased.

(3) Large governmental units should take responsibility for a variety of forms of indirect service to smaller and less financially able units, helping them to develop and strengthen their correctional services.

The Federal Government should assume a large share of responsibility for providing impetus and direction to needed changes. It should take increasing responsibility for helping to upgrade the correctional programs of State and local governments. Ultimately, Federal authorities might provide only those direct services which cannot be operated effectively and economically by State and local governments.

The Federal Government can stimulate action by providing financial and other assistance to State and local governments. Federal financial support can be of crucial importance in developing the capacity to secure, analyze, and disseminate information on the treatment that is most successful with different classifications of offenders; in assisting State and local agencies to recruit and train the many kinds of personnel needed to staff new programs; in providing funds for needed research and demonstration, and curriculum development projects.

State and local activities should reflect the principles outlined above. Some counties and metropolitan areas are sufficiently large to develop comprehensive correctional services of their own. In such cases, the State role might be similar to the Federal role indicated above--providing stimulus for change. Primarily, however, the State governments themselves should develop and administer correctional services, involving local governments as much as possible and decentralizing operations through regional offices. No single pattern of organization will fit the varied conditions that exist; needs in the correctional field are a challenge to imaginative inter-governmental problem solving.

Responsibility for Action: Nongovernmental Role

A sizable number of nongovernmental organizations operate nationally to improve correctional practices. Among them are the National Council on Crime and Delinquency, the American Correctional Association, the National Association of Training Schools, the Joint Commission on Correctional Manpower and Training, and various affiliated groups. These entities, operating independently of vested interests and of the limitations imposed by public office, have an opportunity to play a most important role in bringing about needed changes in corrections. They can carry out surveys in States and localities, provide consulting services, and help with research and information exchange. Above all, they can inform the public about needs and problems and mobilize the grassroots support required for major change. Public funds should be made available to help private agencies perform these functions, but it is imperative that they maintain a perspective from outside the system in order to be incisive critics and monitors of its operations.

Responsibilities of Higher Education

At present, university curricula generally ignore the field of corrections. Correctional concerns tend to be invisible to students and faculty at both the undergraduate and graduate level, despite the fact that many disciplines and professions--psychology, sociology, public administration, law, and social work, among others--have legitimate responsibilities in this area. Universities have an indispensable role to play in filling the knowledge gap that exists throughout corrections. However, two hazards should be avoided: Heavily vocational programs which purport to answer questions about how to perform correctional functions without addressing the complexities of what and why and thus further isolate corrections from the university community; and conversely the reluctance of scholars to address the specific problems faced by those charged with the perplexing task of controlling and rehabilitating offenders.

Funds from Federal, State and local governments and private foundations are specifically needed for research; for fellowships and stipends to promising students and to those employed in corrections who want further university training; and for sustained support for internships and field placement programs developed with correctional agencies.

The Commission recommends:

Universities and colleges should, with governmental and private participation and support, develop more courses and launch more research studies and projects on the problems of contemporary corrections.

Consequences of Inaction

It would be satisfying to have available a quantitative statement of the costs and consequences over the decades ahead of continuing the present faltering correctional system, and of the gains that could be achieved through implementation of the recommended changes. How much reduction of crime and delinquency could be achieved over 5, 10, or 20 years? When would the economies implicit in more effective handling of offenders equal or surpass the increased cost of a renovated correctional system? What would be the cost to the Nation, in human lives and suffering as well as in dollars, of inaction in the face of such critical conditions?

It is impossible to answer such questions in quantitative terms. The cost of additional personnel and facilities can be estimated roughly, but there is at present no solid basis in experience for predicting the impact of a changed correctional system.

However, the ineffectiveness of the present system is not really a subject of controversy. The directions of change--toward the community, toward differential handling of offenders, toward a coherent organization of services--are supported by a combination of objective evidence and informed opinion.

The costs of action are substantial. But the costs of inaction are immensely greater. Inaction would mean, in effect, that the Nation would continue to avoid, rather than confront, one of its most critical social problems; that it would accept for the next generation a huge, if now immeasureable, burden of wasted and destructive lives. Decisive action, on the other hand, could make a difference that would really matter within our time.

APPENDIX A.2

LANE COUNTY YOUTH PROJECT REPORTS

(a) Summary Report

(b) Training Program Description

(c) Training Program Evaluation (Final Report Appendicies)

(d) Final Report - Orientation to Youth Problems: A Community Training Program (Youth Consultant Program)

(e) 1965 Juvenile Court Proceedings "Impact of Innovative Correctional Treatment"

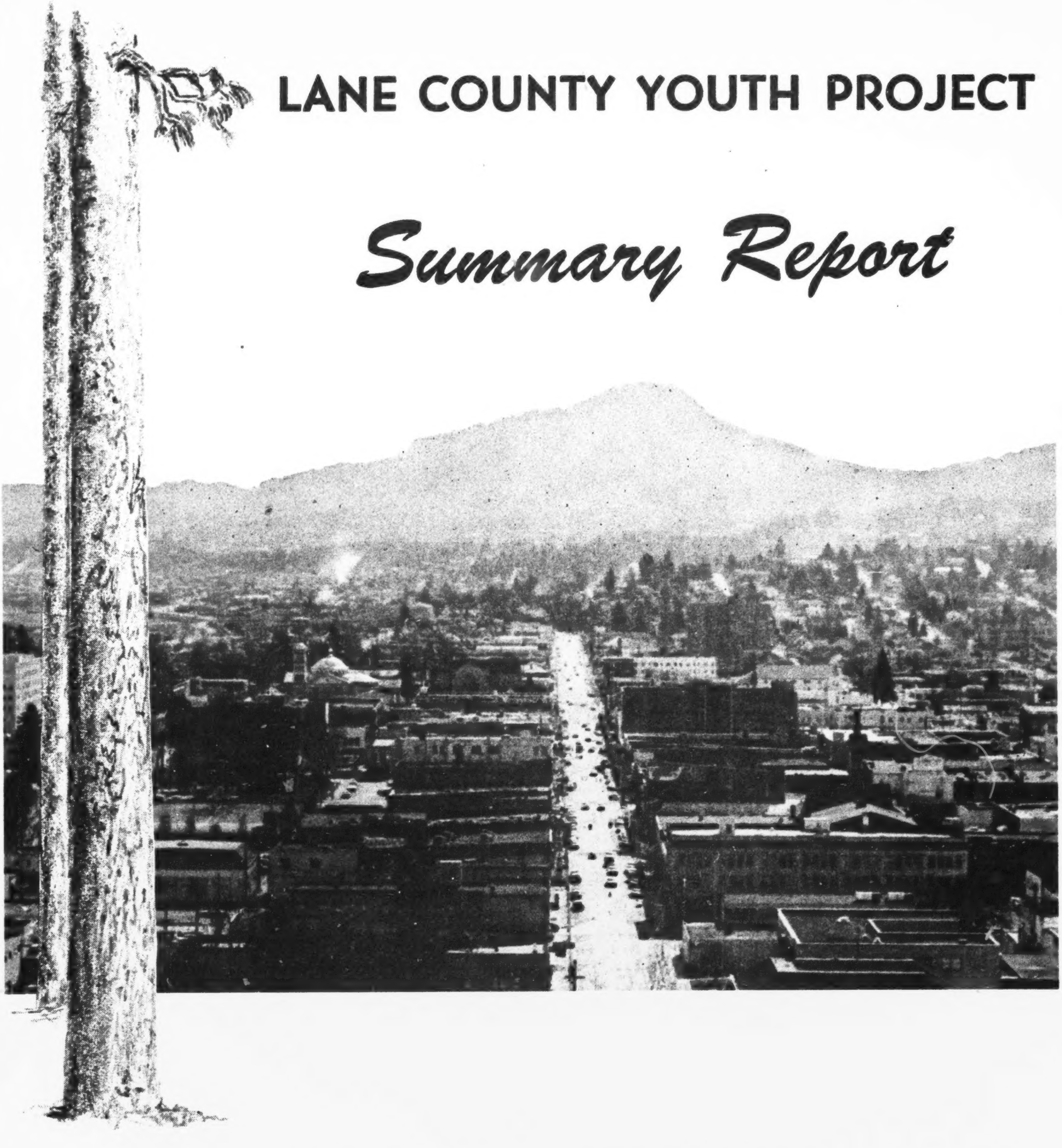
(f) 1966 Juvenile Court Proceedings "Priority Planning in Juvenile Corrections: a design for strategic action"

APPENDIX A.2(a)

SUMMARY REPORT

LANE COUNTY YOUTH PROJECT

Summary Report



LANE COUNTY YOUTH STUDY BOARD
1901 GARDEN AVENUE
EUGENE, OREGON 97403

28 FEBRUARY 1967

LANE COUNTY YOUTH PROJECT

A locally-sponsored three-year youth development and delinquency prevention demonstration program for rural and small-city youth, funded by local, state, and federal agencies. Funds for the research and planning period and the first two demonstration years under the President's Committee on Juvenile Delinquency and Youth Crime were administered by the Office of Juvenile Delinquency and Youth Development, U.S. Department of Health, Education, and Welfare. Funding support for the final demonstration year of the project was provided by the Office of Economic Opportunity.

A SUMMARY REPORT

LANE COUNTY YOUTH STUDY BOARD
(As of April 1967 -- LANE HUMAN RESOURCES, Inc.)
1901 Garden Avenue
Eugene, Oregon 97403
Area Code 503: 342-4893

28 February 1967

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D.R. Rinehart, Agency Programs[1] and Training Programs

Research

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John P. Koval, Research Operations[1]
Marlyn T. Ritchie, Research Operations[1]

Program Analysts

Gary S. Hauser
Bertram E. Romo
Arthur J. Rowe
Nicki Skotdal
Barbara Spence

Business Services

Henry B. Douda, Business Manager

Ruth MacEwan, Administrative Assistant

---

[1] During the period of the Project, these offices or positions were filled by more than one individual.

AGENCIES THAT PARTICIPATED IN FUNDING THE PROJECT

Office of Juvenile Delinquency and Youth Development
(President's Committee on Juvenile Delinquency)
U.S. Department of Health, Education, and Welfare

Office of Economic Opportunity

Office of Manpower, Automation and Training
U.S. Department of Labor

Federal Extension Service
U.S. Department of Agriculture

Vocational Rehabilitation Administration
U.S. Department of Health, Education, and Welfare

Bureau of Apprenticeship and Training
U.S. Department of Labor

Children's Bureau
U.S. Department of Health, Education, and Welfare

Cooperative Extension Service
Oregon State University

ACKNOWLEDGMENTS

It is impossible to list or give proper credit to all the individuals and organizations that have made the Lane County Youth Project possible. During the four and one-half years from the beginning of the research and planning period to the end of the demonstration program and the distribution of the evaluation report many hundreds of people have participated.

During this period there have been changes in the membership of the Lane County Youth Study Board, its Board of Directors, the Project staff, the numerous planning and advisory committees as well as the many participating local community agencies and institutions. There also have been changes in the state and federal agencies that have helped finance the Project. In addition, there are hundreds of volunteers from the community who have contributed goods or services.

For these reasons, and since participating organizations and agencies are mentioned in the individual program chapters, formal recognition is being limited to the executive staff of the governing body of the Project, the state and federal agencies that helped fund the Project, and the Project's executive and research staff.

In the case of staff, the decision as to where to draw the line in giving credits is a difficult one. Well over a hundred individuals have served in staff positions. Staff turnover and reassignment of personnel from one position to another make individual listing even more complicated. However, in the belief that the reader has the right to be able to identify at least some of the staff of the Project, names and positions of the program and research staff are included. It should be recognized that this group comprises only a few of the staff. Credit is due the large group not identified here; without them, the Project never would have been possible.

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Section 1

A REVIEW OF THE LANE COUNTY YOUTH PROJECT

A REVIEW OF THE LANE COUNTY YOUTH PROJECT

Section 1. INTRODUCTION TO THE PROJECT AND THE COMMUNITY

I. Background

The Lane County Youth Project was established in August, 1962 under the sponsorship of the Lane County Youth Study Board (LCYSB), a private, non-profit corporation. The initial impetus for the Project came from the Lane County Circuit Court, its Juvenile Advisory Council, and Dr. Kenneth Polk, of the Department of Sociology, University of Oregon.

The corporation was composed of a group of 60 Lane County citizens who were concerned about delinquency and youth problems and who wished to use the opportunities for delinquency prevention and treatment possible under the federal Juvenile Delinquency and Youth Offenses Control Act of 1961.

After submission of a proposal to the President's Committee on Juvenile Delinquency (PCJD), a research and planning grant was awarded for the 18-month period beginning August, 1962 to February, 1964. A review of juvenile delinquency literature, field research in Lane County, and planning with community organizations and agencies were the bases for the demonstration proposal submitted to PCJD. A three-year program was approved by a national review panel established by PCJD and subsequently funded by the Office of Juvenile Delinquency (OJD). OJD was established in the U.S. Department of Health, Education, and Welfare to administer the delinquency demonstration and training grants authorized by the Juvenile Delinquency and Youth Offenses Control Act.

The research, planning, and resultant demonstration programs have been sponsored and governed by the Lane County Youth Study Board. Through its 24 Directors, the Board has exercised responsibility as the corporate entity and policy-making body for the Project. During the four and one-half years since the beginning of the planning period, the Board has met every second or third month. The Directors have met on an average of at least once a month, and their Executive Committee has met weekly for the past two years. Members have also served on numerous ad hoc committees.

Board members have spent thousands of hours as policy makers, program advisors and interpreters. Without this community sponsorship, an endeavor such as the Lane County Youth Project which involves elements of experimentation, community service, and social change could not be carried out.

In February, 1964 the demonstration programs began. Subsequently, programs were put into action in the following major areas:

Education
Youth Employment
Community Agencies
Community Development
Training
Research and Evaluation

The present document presents a description and, when possible, an evaluation of these programs. In each section, the program will be described with enough detail to give the reader some conception of the intent of the program and how it was carried out in the field. Where evaluation data are available some assessment of the impact of the program will be provided.

A. The Setting

The Project had for its setting, Lane County, and especially three types of cities in the County. Lane County is a large and geographically diverse area located in western Oregon, midway between the Columbia River to the north and the California state line to the south. Its boundary is a 30-mile coastline on the Pacific Ocean on the west and extends to the summit of the Cascade Mountains 120 miles to the east. Within its boundaries are portions of two mountain ranges, as well as the upper-end of the Willamette Valley. Approximately one-third of Lane County's 4,532 square miles (nearly equal to the State of Connecticut in area) is fertile valley land and much of the remainder is heavily timbered, hilly or mountainous terrain. About a dozen large lakes and reservoirs, along with an extensive river system, all fed by a heavy annual rainfall, contribute to the natural resource material found in this county.

Nearly 60% of Lane County's 181,000 residents in 1960 lived in and around the Eugene area. The remaining 40% were concentrated in other rural communities ranging in size from 4,000 (Cottage Grove) to 545 (Lowell and other rural areas). The overwhelming majority of this population is native-born, white, Anglo-Saxon American with ethnicity playing a minor role in the social life of the county's inhabitants. Unlike some other parts of the state, this county has almost no Negro or Indian population. Lane County had been and continues to be a growing area in the state of Oregon. A population increase of nearly 30% has occurred in the decade from 1950 to 1960. This rate of growth is more rapid than that of the Portland metropolitan area, the State of Oregon, or the nation as a whole. It is lower, however, than the growth rate of similar areas in the Western United States.

Lane County's 1960 labor force of 58,000 makes it the second largest in Oregon and the fifth largest in the Pacific Northwest. Its economic life is heavily dependent upon the lumber industry in its rural areas and production work is found mostly in this industry. One out of every four individuals in the labor force receives his livelihood through work in lumber and wood products; eight out of every ten manufacturing jobs in the area result from lumber and wood products raw material. Service occupations and retail trades employ another 15% of the county's labor force. These three areas alone provide employment for nearly 60% of the total labor group. Agricultural harvest work and food processing create 12,000 to 15,000 jobs during the summer peak and provide work for many temporary labor force entrants. Year-round jobs in agriculture number about 2,500 and food processing about 1,000. Construction, public education and transportation comprise the remaining bulk of the employed.

In the expanding county economy, the hallmark is one of more job opportunities at higher skill levels, in all segments of employment save one. Agricultural harvest work and food processing have experiences a 40% employment decline in the past ten years. Prospects continue that a still smaller work force will be needed to harvest and process a greater quantity of agricultural products. A great majority of young entrants into the world of work from this agricultural area will be required, by necessity, to find employment elsewhere. Only those areas requiring specialized training offer good job prospects. Opportunities in other, less skilled occupations are not so promising. There are usually plenty of local people who can fill these jobs, and the less skilled jobs are expanding rather slowly, if at all.

B. Criteria for the Selection of Demonstration Areas

The primary purpose of the Lane County Youth Study Project was the planning of a major demonstration project aimed at the prevention and control of delinquency and related youth problems in both rural and small city settings. A fundamental consideration in the selection of demonstration areas of this county, then, was in their transferability. A concerted attempt had been made to study those areas and aspects of the problem which permit generalization of the findings to rural and small city settings throughout the

United States. Preceding the selection of demonstration areas, a four-fold set of criteria was established to provide a rigorous and rational basis for selection.

1. The areas should be representative of a great number of areas in Lane County, in Oregon, and throughout the United States.
2. The areas should be diversified, and a variety of types were selected: a representative small city area; a rural-farm area; and a rural non-farm area.
3. The areas should be accessible, both geographically and in terms of program potential. For an effective program the project staff must have access to the target population.
4. Common patterns of problem behavior should exist within the areas. That is, youth problems in the demonstration areas should be common to those found in other regions of the country.

In order to select areas which met the criteria of representativeness and diversification, an analysis was made of the overall population characteristics of Lane County, including data dealing with: (1) socio-economic factors, such as occupational distribution, income characteristics, amount of education; (2) family factors, such as the number of both parents living with children, number of children, the extent to which mothers work, the number of married persons; and (3) housing and residence characteristics pertaining to the amount of residential mobility, the amount of home ownership, and the extent of overcrowding and dilapidation.

The accessibility of areas was established through a series of interviews by the program staff with various agency personnel, local community officials, and influential citizens. The patterns of problem behavior of areas were determined by an extensive examination of Juvenile Department records, covering a three-year period, and supplemented with other records from Law Enforcement, the Welfare Department, the Health Department, State

Employment Service and schools.

C. The Demonstration Areas

Once these three relevant pieces of background research were completed and assessed, the Youth Project staff prepared a report for the Lane County Youth Study Board that concluded with the recommendation of three areas for the location of demonstration projects. These were: (1) the southern portion of the city of Eugene which was considered to be characteristic of the diversity found in small cities; (2) Junction City, a dozen miles north of Eugene, demonstrated a complex of characteristics typical of a rural-farming community; and (3) Oakridge, approximately 45 miles southeast of Eugene on the Willamette River, representing a rural non-farm demonstration area. The major employment of the Oakridge labor force was in lumber.

1. The South Eugene Demonstration Area. The city of Eugene lies at the southern end of the Willamette Valley on the Willamette River. It is the county seat and by far the largest city in the county. The city, incorporated in 1846, has experienced steady growth and in the 1960 census surpassed Salem, the state capitol, to become the second largest city in the state with a population at that time of 51,000. There has been an even more rapid growth in the suburban fringe and in the town of Springfield, adjacent to Eugene.

Eugene itself, as the center for hinterland of many thousands of square miles, has a highly diversified occupation structure. Forty per cent of its 20,000 labor force is equally employed in service and retail trades. Another third of the work force is nearly equally divided among public education, the manufacturing of lumber and wood products, communications and utilities. A lesser but significant proportion of employment is found in construction, finance and wholesale trade.

The south Eugene demonstration area included the southern portion of the city and its suburbs. Within its confines were located the downtown business district, the University of Oregon, a major high school of 1,800 students and four "feeder" junior high schools. Its approximate population of 35,000 residents, less than 20% of the county total, contributed 40% of all delinquent referrals. Within its tract areas we found one of the highest median income groups in the community ($7,448); in another, the lowest ($4,549).

Some relevant characteristics of the adolescents in this demonstration area are outlined below. Data were obtained from questionnaires submitted to high school youth in 1963:

1. A 50-50 split existed between white collar and blue collar fathers; one quarter were employed as major professionals.

2. There was a general level of good academic performance and interest in the South Eugene adolescents, and a strong orientation to college.

Junction City Demonstration Area

Junction City is a farming-trade community 13 miles north of Eugene. It is situated on flat land in the upper Willamette Valley, with the closest hills several miles away. In comparison with other towns in Lane County, Junction City has been a slow-growing, stable community due in great part to the firm agricultural base of its economy. Its population has increased by only a few hundred in the past ten years, with the growth occurring in areas other than agriculture, which is an ever-decreasing market for employment. Incorporated in 1872, it is one of the few Oregon towns with a pronounced ethnic flavour, in this case, Swedish and Danish. The Scandinavian Festival Association sponsors an annual summer pageant which is a high point in the town's social life.

The business district has changed very little in the past decade. While the population has increased somewhat, Eugene's nearness has made it a growing attraction for shipping purposes and prevented any corresponding increase in Junction City's local business. A significant proportion of the community is, however, employed in the retail trades and lumber industry in and around Eugene. As of 1963, less than one quarter of the youths' fathers had white collar employment and only 3% were major or minor professionals, higher executives, etc. A good level of academic performance, orientation to academic interests and college, with some feeling of dissatisfactions towards the school itself, was found in this adolescent population.

Oakridge Demonstration Area

Oakridge, 43 miles southeast of Eugene, is situated in a narrow valley of the middle fork of the Willamette River and is surrounded by rugged and beautiful fir-timbered hills.

The census figures for Oakridge showing a 1962 population of 2,165 compared with 1,572 in 1950, are apt to be misleading since an adjacent area along the highway known as Willamette City has a population of 1,800. This area was annexed to Oakridge in 1966. The Willamette City district is in effect a part of Oakridge and is in the same school system. This population, plus that of other adjacent areas,brings the total to 5,500 people in the demonstration area.

The pre-World War II population consisted of railroad employees, loggers, and a few tradesmen and ranchers. In the 1940's, two large lumber mills were established in the area and these have provided the major sources of permanent employment since that time. At present, over 1,000 jobs are provided by these two mills and over 40% of the labor force in Oakridge is so employed.

The history of Oakridge has been a series of ups and downs with comparative booms in 1924 (the railroad), 1950 (a 47-million dollar dam project), and 1960 (a new lumber mill). The town has recently gone through a slack period, but a new 3-million dollar chipboard mill suggests another upturn. Significantly, the mill is highly mechanized and will provide jobs for only 50 employees.

The tourist business is rapidly increasing in importance in this area. The scenic beauty and recreational potential of the Oakridge area is great, but the latter is virtually undeveloped. Its future development is necessary to supplement lumber production in providing a future for the town.

1. In 1963, approximately one-sixth of the parents of the adolescents were employed in white collar occupations and slightly less than 60% in skilled or semi-skilled manual occupations.

2. Adolescents in this area coupled a general dissatisfaction with the school community and school system with a general level of good academic performance and interest and reported a strong orientation to college. An important proportion of this population, however, felt less than adequate in its academic performance and professed little or no interest in the academic world.

II. Rationale

A. The Small Community

As we look at the problems found in these non-metropolitan communities, we do so knowing that we are becoming an increasingly urban nation. The growth of the urban population is not a result of a simple increase in population in the largest cities. The proportion of the population residing in cities over one million has actually declined since 1930 (from 12.3 per cent then to 9.8 in 1960). The great increase in the urban population that has occurred in recent years is to be accounted for in the growth of small rather than large cities.

While it is true that many of these growing cities are satellites of large metropolitan centers, they nonetheless will exhibit patterns of youthful deviance which in all probability are different from those found in the slums of the urban centers. The Lane County Youth Project realized that the organization of deviance, and the organization of the community itself, was different enough so that community action taken to prevent or control such behavior in these non-metropolitan areas, as well as in more rural settings, would require a different focus and strategy than that enunciated for the larger metropolitan communities.

B. Delinquency in Non-Metropolitan Areas: A Description

However much lower the rates of deviance might be in non-metropolitan areas, they still reflect the presence of a problem of public concern. Recent evidence suggests that even in non-metropolitan communities as many as one in five youngsters is delinquent sometime before he reaches adulthood.[1] The lower rates, in other words, should not blind us to the fact that large numbers of individuals do engage in delinquent activities outside megalopolis.

Considerable evidence has been amassed showing that non-metropolitan delinquency differs in character as well as incidence. Earlier studies of delinquency have suggested that rural youth in general commit offenses of a less serious nature than do their urban counterparts. Not only are the acts less serious, but, as we might expect, one uniform finding is that delinquency youth from non-metropolitan areas are much less sophisticated in their delinquencies than are the urban boys. Clinard has found that rural offenders do not exhibit the characteristics of a definite criminal social type as defined by: (a) an early start in criminal behavior, (b) progressive knowledge of criminal techniques and crime in general, (c) crime as the sole means of livelihood, and (d) a self-concept of being a criminal.[2] Partial support for these findings is contained in the work of Lentz who reports that rural offenders were less likely to be repeat offenders and that they displayed much less knowledge of criminal practices in the commission of their offense.[1] Among rural youth, the existence of a distinct criminal or delinquent subculture is reported only rarely.

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[1] Current studies in Lane County, Oregon, indicate that among male graduates of 13 small city and rural high schools in Lane County, approximately 19.5 per cent have had at least one delinquency referral to the juvenile court. This is comparable to estimates of John C. Ball, *et al.*, "Incidence and Estimated Prevalence of Recorded Delinquency in a Metropolitan Area," *American Sociological Review*, 29 (February, 1964), pp. 90-93.

[2] Marshall B. Clinard, "Rural Criminal Offenders," *American Journal of Sociology*, 50 (July, 1944), pp. 38-50.

1. Non-Metropolitan Delinquency: The "Locking-out" Process

While this descriptive information is useful in providing some understanding of the general nature of the delinquency problem in non-metropolitan communities, such as Lane County, development of a program depends much more on an understanding of the forces within the community that generate this behavior. Of many possible relevant factors, sociologists have long been concerned with the importance of social class position in the development of delinquency.

Cicourel and Kitsuse had suggested the importance of a specific dimension regarding the changing function of the school, namely, the preparation of youth for college:

> The differentiation of college-going and non-college-going students defines the standards of performance by which they are evaluated by the school personnel and by which students are urged to evaluate themselves. It is the college-going student more than his non-college-going peer who is continually reminded by his teachers, counselor, parents, and peers of the decisive importance of academic achievement to the realization of his ambitions and who becomes progressively committed to this singular standard of self-evaluation. He becomes the future-oriented student interested in a delimited occupational specialty, with little time to give thought to the present or to question the implications of his choice and the meaning of his strivings./2

It is within this framework that the functional relationship between class background and school behavior may be changing:

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[1] William P. Lentz, "Rural-Urban Differentials and Juvenile Delinquency," Journal of Criminal Law, Criminology, and Police Science, 47 (October, 1956), pp. 331-339.

[2] Aaron V. Cicourell and John I. Kitsuse, The Educational Decision-Makers, New York: Bobbs-Merrill, 1963, p. 145.

> ...we suggest that the influence of social class upon the way students are processed in the high school today is reflected in new and more subtle family-school relations than the direct and often blatant manipulation of family class pressure documented by Hollingshead....Insofar as the high school is committed to the task of identifying talent and increasing the proportion of college-going students, counselors will tend to devote more of their time and activities to those students who plan and are most likely to go to college and whose parents actively support their plans and make frequent inquiries at the school about their progress--namely, the students from the middle and upper social classes./1

Such a view emphasizes the role of the school in the life of the individual, and focuses us on the question of the consequences (especially delinquency) that accrue to those who are unable to achieve within that system.

In "Valley City," for example, Call reports that delinquent youth not only were likely to do poor academic work, but they were less likely to participate in school activities and more likely to see themselves as outsiders in the school setting.[2]

For such youth the future (including employment), begins to take on a different meaning. If they lack an orientation to the future, and appear unwilling to defer immediate gratifications in order to achieve long-range future goals, it may be that they see fairly clearly that for them there is little future. Pearl suggests that such youth:

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[1] Aaron V. Cicourell and John I. Kitsuse, The Educational Decision-Makers, New York: Bobbs-Merrill, 1963, p. 144-145.

[2] Donald J. Call, "Delinquency, Frustration, and Non-Commitment," unpublished Ph.D. dissertation, University of Oregon, Eugene, Oregon, 1965.

> ...develop a basic pessimism because they have a fair fix on reality. They rely on fate because no rational transition by system is open to them. They react against schools because schools are characteristically hostile to them./1

The hostility engendered is not simple individual hostility. While a professional criminal culture may not exist in non-metropolitan areas, there seems to occur a "trouble-making" subculture which may have its roots in the "locking-out" process of the school.

Pearl expresses the role such procoess play in enabling youngsters to cope with the "locking-out" process:

> A limited gratification exists in striving for the impossible and as a consequence poor youth create styles, coping mechanisms, and groups in relation to the systems which they can and cannot negotiate. Group values and identifications emerge in relation to the forces opposing them./2

The point of this discussion is that these youth are not passive receptors of the stigma that develops within the school setting. When locked out they respond by seeking out an interactional setting where they can function comfortably. The fact that the resulting subculture has built-in oppositional forces becomes an important aspect of the delinquency problem encountered in a community. We deal not with isolated alienated youth, but with a loosely organized subculture which provides important group supports for the deviancy observed. Individualized "treatment" aimed at such youth which does not take into account the importance and functioning of the group supports within this culture can have limited, if any, impact. What is needed is an approach that

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[1] Arthur Pearl, "Youth in Lower Class Settings," in M. Sherif and C. Sherif, Problems of Youth, New York: Aldine Press, pp. 89-109.

[2] Pearl, op. cit.

will conteract the system processes which generate this subcultural response.

2. The Situational Matrix of Non-Metropolitan Youth

a. Change in the World of Work. The full plight of the delinquent and malperforming student in the non-metropolitan community can be understood only when the problem is cast against its economic backdrop. The urbanizing trend in the United States is accompanied by a set of processes related to industrialization which have a profound and dramatic impact on rural youth in general, and the delinquent in particular. None is more basic than the changing work world. On the one hand, there has been a drastic reduction in the demand for agricultural labor. Cross-cutting this trend is the decline in the demand for unskilled labor. Automation is taking an ever-increasing toll of unskilled occupations Not only is the non-metropolitan worker squeezed out of agricultural jobs, in other words, but alternatives at the same skill level are increasingly unavailable.

b. Rural to Urban Migration. Another factor affecting the situation of the non-metropolitan youth is the high probability of geographic mobility. Such internal movement in the American population over the past 75 years has not been a random phenomenom and appears to press particularly hard on the rural-farm population. The fact of steady migration from rural areas to large urban centers has been well-documented. It has been estimated that a net migration of 2,000,000 farm males who were five years of age or older in 1960 will occur during the 1960-1970 decade. This means that only three out of five farm males in 1960 who survive to 1970 will be on the farm by the end of that decade.[1]

The impact of rural migration is now reaching its apex. In the 1950-1960 decade, 8.6 million persons migrated from farm areas. This rural-to-urban migration involves more people than those of the peak years of the great migrations to this country.

It is also well-documented that the typical rural migrant is not able to compete successfully with urban residents for employment in metropolitan centers since, in general, he is disadvantaged economically, educationally, socially, and culturally. Considerable evidence points to continuing differences between education systems serving rural and urban children and youth. Non-metropolitan high schools have given little attention to the task of preparing youth for entrance in a metropolitan world, especially with regard to employment.

Particularly acute inadequacies in rural education are found in such areas as occupational exploration and guidance, and in general educational background for later specialized occupational training in post-high school centers or actual job placements.

Changes in the world of work and these migration trends pose a challenge for non-metropolitan communities that become especially relevant for the malperforming youth. Innovative educational programs are needed which direct themselves to the two-pronged problem of improving the ability of youth to contend with the urbanizing world at the same time that steps are taken to reverse the "locking-out" process that characterizes the community's response to youthful deviance.

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[1] "Unemployment prospects for rural communities," G.S. Tolley, Report No. 36, National Conference on Problems of Rural Youth in a Changing Environment, Stillwater, Oklahoma, September 1963, p. 9.

III. The Development of a Project Plan

During the planning period in 1962 and 1963, the staff of the Lane County Youth Project, working with personnel from agencies in the community, considered various factors which appear to generate the problem of delinquency in this hinterland setting. As a consequence of their work, a project plan was developed consisting of the following elements:

A. Education Programs

Fundamental changes were seen as required in the education of hinterland youth because of basic shifts taking place in our society, including such trends and conditions as the decline in the number of persons employed in extractive industries, the decline in the demand for blue collar skills, migration from rural to urban areas, and the scarcity of educational resources in the hinterland. Educational programs which were seen as needed would give these youth some stability in a changing economic world. A basic component of the educational plan developed for the demonstration area schools had to do with curricula and methods change, identification, testing, guidance, and counseling, and training of education personnel.

B. Youth Employment Programs

Lane County Youth Project data about youth employment, dropouts, and future employment opportunities for youth indicated the need for a special youth employment program in Lane County. To meet this need, a program was designed to improve the employment potential of the unemployed and underemployed youth in the age group 16 through 21 in the three demonstration areas in Lane County. This program was to consist of a Youth Employment Training Center Program.

The Center program was designed to offer programs not currently available to unemployed out-of-school youth. The Center program was to be supplemented by existing community programs, "regular" institutional occupational training programs which were being sought and obtained from MDTA funds, and a MDTA remedial skills training program.

C. Community Agency Programs

Two types of programs were to be offered: (1) programs involving direct services to individuals and (2) programs for the purpose of improving agency services. The interdependence of these two types of programs dictated that both must be implemented if either was to be effective. Both were necessary if the important and continuing community agencies were to be partners in the demonstration project.

D. Community Development

Any change of specific institutional agencies required consideration of change in the wider community context within which the youth and adult activities of hinterland residents take place. Community development programs were needed to improve the general economic, educational, and cultural bases of these communities, as well as to provide organizational frameworks for community involvement and leadership development. Innovative youth programs were needed in order to provide intervention for much of the "subculture of failure" activity which takes place in the broad setting of the community.

E. Research and Evaluation

During the planning phase, research conducted with adolescents in general, delinquent youth, youth who had withdrawn from school, adults, and families of delinquent and non-delinquent youth provided the base of knowledge necessary to develop an action program in this hinterland area. During the demonstration phase, research efforts would be directed toward providing both an evaluation of the impact of the various action programs and continued basic research on the problems of hinterland youth and communities.

IV. From the Planned Program to the Actual Program

A. Background

A review of the literature available in the early 1960's about the causes of juvenile delinquency and the research effort in Lane County in the 1962-63 research and planning period served as the basis for the demonstration programs to follow. A more detailed statement of the assumptions serving as the foundation for the demonstration program appears earlier in this document. However, these assumptions are summarized here to provide an understanding of the nature of the proposed program and some of the major forces that resulted in its modification as it was put into action.

The assumptions arising from the period of research included the premise that the "causes" of delinquency (or factors associated with it sufficiently to be believed then to have causal effects) were varied. A second assumption was that these "causes" were faced by many youth. These conditions included problems associated with increased industrialization, social class, family and individual adjustment, as well as other factors such as conditions in the general community. As a result, varied program approaches were seen as necessary; also that they should be of major scale to test the validity of the assumptions.

However, it was recognized that the total array of possible programs would be impossible to finance, manage, or assess in any demonstration program and that program choices would have to be made. The decision was made to design and implement a youth-oriented demonstration program. In addition to the reasons given above, it was to be oriented to adolescents because this was the age during which the delinquent behavior occurred, the possible funding period was to be three years, and the effect of the program had to be measured within that period of time.

Since this was to be a demonstration program in a rural setting, financed to a major degree from Federal funds, one prime objective was that of determining what programs or program findings would be of benefit elsewhere. Since this was essentially a rural project, and since there are different kinds of "rurality" in the United States, an attempt was made to represent these "ruralities." Thus, a rural farm area, a rural non-farm area (lumbering) and a small city were selected as representative of rural America. To meet criteria of the President's Committee on Juvenile Delinquency (the potential funding source) the program was required to be comprehensive and coordinated.

Thus, a large-scale, three-year demonstration and evaluation proposal was prepared, involving programs in three demonstration areas. The nature of that proposal is suggested by the contents of the following table:

PROPOSED LANE COUNTY DEMONSTRATION PROGRAMS[1]

	Responsibility		Cooperating Agency
Program	Primary	Secondary	
EDUCATIONAL PROGRAMS			
Curriculum & Methods Development	Schools	LCYP	U. of Oregon
Work Orientation	Schools	LCYP	OSES
Special Education	Schools	LCYP	
Counseling & Guidance	Schools	LCYP	
Teacher Training	Schools	LCYP	U. of Oregon
YOUTH EMPLOYMENT			
Youth Opportunity Center	LCYP		OSES
Remedial Education/Skills Training	Schools		LCYP
Skills Development Programs	Schools	OSES	LCYP
COMMUNITY AGENCY PROGRAMS			
The CASE Project	LCYP Juvenile Dept. Pub. Welfare Comm.		Other Community Agencies
Agency Planning & Development Service	LCYP	Community Agencies	
Agency Information Center	LCYP	Community Agencies	
Juvenile Dept./Case Aide Program	Juvenile Dept.		LCYP
Juvenile Dept./Program Analysis	Juvenile Dept.		LCYP
COMMUNITY DEVELOPMENT			
Community Development for Youth	LCYP		Community Organizations
Youth Development Programs			
Community Youth Workers	LCYP		Other Agencies
Small Groups Programs	YM-YWCA		LCYP
Youth Employment Service	LCYP		OSES
Family Life & Parent Education	LCYP	Lane County Extension	Other Agencies
Home Improvement Program	LCYP/Other Agencies		

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[1] Rural Youth In America Today: A Challenge and A Proposal. Eugene (Oregon): Lane County Youth Study Board, December, 1963.

PROPOSED ANNUAL DEMONSTRATION PROGRAM BUDGET[1]

Program	Yearly Budget	Budget - First Year
Education	$796,897	$520,063
Youth Employment	247,203	247,203
Agency Programs	336,949	251,334
Community Development	212,346	182,832
Research & Evaluation	288,588	243,425
Administration & Staff Training	166,553	154,963
	$2,048,536	$1,599,820

The proposed annual demonstration program cost reflected in the table above was about $2,000,000 a year; a lesser amount of approximately $1,600,000 would be required for the first demonstration year. (The lower first-year cost resulted from the gradual implementation of programs during that year.) The total cost of the demonstration program for the three years was expected to be about $5,000,000.

B. The Shift in the Funding Method--Some of Its Implications

Initially the President's Committee planned to offer substantial support to those areas selected as demonstration communities from the 16 or so communities to whom research and planning grants had been given. Under such a plan the President's Committee would be able to provide the major funding, but for only a few demonstration communities.

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[1] Ibid.

Between the time the Lane County demonstration proposal was submitted and the time it was acted upon, the President's Committee decided not to use its demonstration funds for a few projects, but instead to provide partial support for those communities given planning grants who submitted acceptable proposals. The President's Committee hoped and expected that additional financing could be obtained from other sources. It also planned to help obtain funds.

This change in funding pattern was the single most important decision affecting the nature of the program in Lane County (and probably the other demonstration programs as well).

The effects were immediate and lasted throughout the entire demonstration period. Only a few were apparent at the time the decision was made and at the time LCYSB accepted the initial demonstration grant. Their significance certainly was not appreciated at that time.

This PCJD decision, plus other factors such as the legislation governing PCJD grants, administrative decisions, and the funding methods of other public agencies who became part of the funding base for the project, resulted in the following funding pattern for the project:

1. Annual or shorter term grants throughout the life of the three-year demonstration program;
2. A "quilt-piece" pattern of funding involving multiple funding from a wide range of agencies with diverse interests and criteria, different application procedures, different funding periods, different grant regulations and different reporting requirements. The effect of these factors was magnified by the different payment methods used by various federal agencies, and provided an unstable financial base;

3. Funds for different levels and types of programs in the three demonstration areas. Some programs could be operated within only one demonstration area, others had to be offered county-wide without respect to the demonstration area boundaries.

The impact of the decision by the President's Committee to fund but a portion of the approved demonstration program hoping that funds for the remainder could be found elsewhere had the following major results:

1. A drastically reduced demonstration program which affected the size, nature, comprehensiveness, cohesion, and coordination of the program;
2. Heavy demands on staff for proposal planning, writing, and negotiation with potential fund sources both in the hope that vital segments of the program could be maintained and so as to assure continuation of support from the President's Committee;
3. A change from the demonstration programs as originally planned to those possible according to the interests and rules of the various local, state, and federal agencies who were willing to participate. In some instances the program interests or methods were different--even inconsistent;
4. Program uncertainties and instability throughout the demonstration period. These resulted from operating a program based on numerous components funded for different periods of time, by a number of agencies, with different goals and rules. Under this plan, program content could not be held constant in any of the demonstration areas for even one of the three demonstration years;
5. Greatly increased complexity of grant management, reporting, and accountability.

C. The Reduced Demonstration Program

Instead of funding the major portion of the three-year demonstration program planned for approximately $5,000,000 the actual funds received from PCJD[1] were as follows:

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[1] The actual grants were made by and administered by the Office of Juvenile Delinquency and Youth Development (OJD) in the U.S. Department of Health, Education, and Welfare. The third year of the JD demonstration program was funded by the Office of Economic Opportunity (OEO) as a result of agreement between OJD and OEO.

1964	$300,000	
1965	359,857	(increased to include training program)
1966	423,658	(training and some youth employment)
	$1,082,515	

Thus, the actual demonstration program support from PCJD amounted to about one-fifth the original proposal. This required LCYSB to scale down the first-year program. Choices had to be made about whether to abandon or reduce the size of demonstration areas, eliminate portions of the programs, retain but shrink programs, or phase-in programs later than planned. To meet the representative criterion of rurality in the U.S., the three demonstration areas were retained. To hold to the original plan as much as possible (to test the assumptions of the program, to qualify for the grant as a "comprehensive program," and in the hope that gaps in the demonstration program could be filled from other fund sources), a combination strategy was selected. This strategy resulted in elimination of certain programs, operation of some at a reduced level, and later "phasing-in" or earlier "phasing-out" than planned originally.

The details of changes in the plan are included in individual program evaluation sections, but are summarized here. This summary included program support from sources in addition to PCJD during the three-year demonstration period.

ORIGINAL PROGRAM PLAN	EXTENT OF FUNDING
EDUCATION	
Curriculum and methods development	Some funded partially; some not funded
Work orientation program	" " " " " "
Teacher training	" " " " " "
Identification, testing, counseling	Not funded
Miscellaneous special projects	" "
YOUTH EMPLOYMENT	
Work orientation, basic work skills training, job development, vocational training, job placement	Some funded partially; some not funded. None funded for whole demonstration period. Funded programs not limited to demonstration areas. Total in demonstration areas estimated at about one-third planned level.
AGENCY PROGRAMS	
Cooperative Agency Service Effort	Not funded as JD Program. Later funded by OEO in changed form as Family Service Program with different program methods and not limited to demonstration areas.
Agency Planning and Development Service	Not funded
Agency Information Program	Partiel funding
Agency Special Projects	Partial funding
COMMUNITY DEVELOPMENT	
Community Planning Committees Citizen Participation Program Leadership Development Community Youth Workers	Partial funding through one position in each demonstration area, plus one additional youth worker in two areas. Additional support from Oregon State University Cooperative Extension Service and U.S. Department of Agriculture.

Section 2

EDUCATIONAL PROGRAMS

Section 2. Educational Programs

A. Program Rationale

The educational system in the world of today gives the student a good part of the knowledge and skills that will afford him a secure place in the occupational world. Much of the process of maturing takes place in the school. We are concerned, therefore, when forces exist which impede the educational process--forces which result in students not being able to take full advantage of potential educational opportunities.

The schools of the hinterland today must grapple with a critical and complex set of such problem forces. Either the programs of these institutions must be altered to contend with these problems, or the youth in such schools will be plagued by personal and economic deficiencies throughout their lives.

Detailing the Problem

Migration and Labor. High rates of geographical mobility are a basic characteristic of modern American life. Twenty-five out of 100 persons live in other than their state of birth and nearly that many change residence every year. The direction of this movement is from the farm to the urban areas.

These shifts in population are correlated with a change in the nation's industrial base. Change has occurred both in the mode of production and in the products being produced. In 1900, 38 per cent of the nation's labor force was engaged in farming and only 18 per cent was in what are commonly called the "white-collar" occupations. By 1960 these percentages had shifted to 6 and 42 per cent respectively. A comparison of the United States and Lane County occupational structures between the years of 1940 and 1960 reveals that Lane County is comparable to the United States average in both the percentage changes throughout the occupational structure in 1940 and 1960 and in the shift from blue-collar to white-collar work.

A look at the industrial breakdown in both the United States and Lane County in the years 1940 and 1960 show us that some of the industries have changed considerably over this period of time with regard to the proportion of the labor force in their ranks. As we have already seen, agriculture has rapidly declined in both the United States and Lane County while the professional fields are consuming a larger proportion of workers.

These alterations in the occupational structure have an impact on the requirements which must be achieved by aspirants to most occupations. While actual experience is important for many occupations, attention was directed towards an exploration of the changes which had occurred with respect to the educational requirements which must be satisfied in order to secure a position in the labor force.

It is common knowledge that the fastest growing occupations, i.e., the professional and semi-professional occupations call for the most in education. At the same time, those laboring and agricultural occupations which provide jobs for the relatively uneducated will support an ever decreasing proportion of the labor force. More education is often required today than in the past for identical jobs. Although comparability of occupations over time is often restricted since many earlier occupations are non-existent today, where such comparisons were possible there is a clear showing of upgrading in educational requirements between the years 1918 and 1961.

These cultural and social changes have generated particular problems for rural youth. One of the major problems concerns the probability of rural youths being unprepared to become economically secure in an ever increasing technological urbanized society. Cohen and Kapp echo this forecast and emphasize the position of the rural youth:

> Employment problems are also acute for rural youth. It is expected that about 65 per cent of the youngsters living in rural areas (where opportunities are declining steadily) will have to move to cities to look for jobs, although they are rarely prepared for the kinds of jobs that are available./1

The meaning of these trends is not ambiguous. The changing times require a changing approach to education. The urbanization taking place throughout the nation requires a change in the educational goals of hinterland schools. Furthermore, failure to provide programs for work-bound youth will make them progressively vulnerable to the threat of automation and specialization. We must contend also with the personal inadequacies which detract from the ability of individuals to take advantage of the opportunities that are provided for advancement. Any of these changes will require close involvement of the community. Many of the problems brought into the school will have to be dealt with on a broad institutional front since the school by itself may be relatively powerless to alter the adult conditions that create these problems. In addition, community support and cooperation will be necessary to bring about significant change even in the school program.

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[1] Eli E. Cohen and Lois Kapp, "Youth and Work: The Second Challenge," Children, 9; 79-83, March 1962, p. 82.

The schools of the hinterland must contend with a complex and critical set of problem forces if they are to provide students generally, and alienated youth particularly, a secure place in the contemporary world. It has been shown that the decline of extractive industries and "blue-collar skills" are part of these forces. The migration of individuals from rural to urban complexes and the increased number of students were a part of these forces. Critically, there is a lack of educational resources in the hinterland. In this framework the Lane County Youth Project set about its task. Consideration was given to the inadequacies of the present educational systems for preparing rural youth for competition with his urban counterpart and consideration was given to the rate of disappearance of rural employment and the migration to the urban centers by rural youth.

The disadvantages vocationally that face a rural youth are compounded for the rural dropout and under-achiever. Facing a work world which nearly always demands a high school diploma as the lowest common denominator for employment, these youth have the additional disadvantage of coming from school systems which do not provide an adequate vocational background to offset the lack of credentials.

With these problems in mind, an educational program was envisioned which would bring to the disadvantaged youth, not only an introduction to the work world, and the necessity for particular skills, but also to press home the need for academic subjects too.

The original goals of the project were ambitious. They had embraced the total educational environment of the disadvantaged youth. They would have involved providing suitable curriculum, early identification procedures, and work experience necessary for these youth. The goals embraced the whole area of teacher training to especially prepare faculties for providing those special services.

Because of the myriad of problems which cluster around so ambitious a project, funding, the cooperation of many individuals and institutions, and the adequacy of personnel necessary to fashion so critical a social change, it is no small wonder that the project did not quite reach the pinnacle which it had set for itself. Instead, the program evolved in a modified fashion and is outlined in the succeeding sections.

B. Program Implementation

In cooperation with the Eugene, Junction City, and Oakridge city schools, Lane County Youth Project Educational Programs were initiated in all demonstration schools with the opening of school in 1964. The three school systems selected for the program show the community diversity intended in the original design. General characteristics of these school systems are as follows:

a. South Eugene High School is located in the south part of a small city. The surroundings are quite urbanized and residential.

b. Woodrow Wilson Junior High School is one of four junior high schools located in the general area called South Eugene. The surrounding area is urban and residential.

c. Oakridge Senior High School is a rural non-farm community school which lies in a town where the basic industry is logging.

d. Junction City Senior High School is a rural-farm school. It lies within the corporate boundaries of Junction City, a community surrounded by farm-lands.

e. Junction City Junior High School also lies within the boundaries of the community.

1. The Program at South Eugene High School. Two phases of the program were in progress in Eugene the first year. A class of 9th grade boys in Wilson Junior High were scheduled for four periods each day with two teachers.

The program for seventeen 10th grade boys at South Eugene High School consisted of the following:

a. Orientation to the World of Work
b. Work Skills Training
c. Physical Education
d. Study Hall
e. Social Studies, Language Arts
f. Work Experience (for some)

The schedule was flexible in order to allow optimum opportunity to meet individual needs.

2. Oakridge High School Program. At Oakridge High School, 15 boys from grades 9, 10, 11, and 12 were enrolled in the three-period block for Orientation to the World of Work and Work Skills training. Other program features were similar to the other demonstration schools.

3. Junction City Program. The Junction City Schools had two programs: one at the Junior High and one at the Senior High. Twenty-two boys and girls were enrolled in the Junction City Junior High School program. This program, which was supported solely by the Junction City School System, included the following courses:

a. Orientation to the World of Work
b. Social Studies and Language Arts
c. Remedial Reading (if indicated)
d. Other basic school subjects

Twenty-three boys grades 9, 10, and 11 were enrolled in the Junction City Senior High School class. Their program with minor changes, consisted of nearly the same courses as the other schools.

4. Program Illustration: Work Experience Program in Oakridge. The implementation of the work experience program varied widely between the demonstration areas. While nearly every student enrolled in the demonstration class in Oakridge participated in this program, it was only used sparingly in the South Eugene area. Furthermore, it was found to be extremely difficult to implement in conjunction with the classes in the junior high, because of the minimum legal age requirements for most businesses. Following is a description of this program in Oakridge:

When the teacher-counselor first met with the administrators of Oakridge High School, they indicated that they were particularly interested in the work-experience aspect of the proposed program and would like to see it started at the earliest possible time. Consequently the teacher-counselor began contacting local businessmen even before the school year started. When a number of these men had indicated their willingness to help develop a program of this type, the first of several developmental meetings was held at the high school. Some of the basic questions that were discussed were:

a. Should the boys receive pay for work during school time and for which the student also receives credit?
b. How much school credit should be given for the work experience?
c. How much control would employers have over which boy was assigned to them?
d. Should the boys be rotated to different businesses on a regular basis?

There were many other questions, of course, which came up in the development of this program, but these seemed to be the main issues of constant concern to just about every employer.

In order to develop the best possible program for the students, schools, and business community, experimentation with all these questions took place over the two years of demonstration. As the program evolved, the following procedures seemed to be best for the Oakridge area:

(1) Students were enrolled in a community work experience program for at least two consecutive class periods per day with most having three consecutive periods per day. In other words, a student would work an afternoon in a local business.

(2) The students received only school credits, one credit per school hour for work during the school day. However, employers were encouraged to periodically hire the boys after school hours for pay (this proved to be an excellent method of encouragement when used after the student's initial excitement about having a job began to subside).

(3) In order to achieve the most true to life experience for the students, it was cooperatively decided that the teacher-counselor, after talking to the employer privately, should suggest to a particular student that there might be a job opening at a certain business establishment and that the student would then apply for the job on his own. In this way, while the boy had to go through a true job interview, he also had a very high chance of success. Neither the boy nor the employer were under any obligation as a result of this interview. Usually after the interview was over, the teacher-counselor would confer separately with the boy and the businessman. If things were acceptable to both parties the student was told to visit with the business man again. It was usually during this second interview that the boy was hired by the employer. This procedure had the advantages of:

   (a) Providing maximum flexibility;
   (b) Providing experience in a real job interview that had a high potential for success;
   (c) Encouraging students to seek employment on their own.

After the student was placed on work experience, the teacher-counselor would meet with the employer on a ongoing basis. Depending on the student and employer, this might take an hour or more a day for two or three weeks or longer. Gradually, as the employer gained more understanding of the purposes of the work experience program and more confidence in himself to help alienated youth, this time commitment on the part of the teacher-counselor gradually reduced.

The teacher-counselor of course, met with the student daily in class and periodically in private formal or informal counseling sessions. This private counseling usually took place after school or in the evenings in the counselor's home.

One of the most significant teaching methods employed in the In-School Program was the extensive use of field trips. These trips not only expanded the students' knowledge, but also provided them with a first-hand experience with the World of Work. Because these field trips were extremely popular with the students, they provided an excellent subject matter vehicle. As a rule, the students would make all the arrangements for the field trips. This procedure was usually followed:

a. There would be a class discussion to decide the type of business to be visited, when it would best fit into the ongoing program, and specific tasks would be assigned to the members of the group.

b. Students wrote letters to the business, getting clearance from the high school administration, making arrangements for the bus, etc.

c. After an affirmative reply from the business to be visited, the teacher-counselor would usually contact the business by telephone to confirm the arrangements and specify more clearly than the students' letter had the objectives of the trip and the objectives of the LCYP program.

5. Out-of-School Program

The out-of-school aspect of the Educational Division program ranged from visits to the student's home, to semi-formal parents' meetings in the school, and back again to informal activities with the student. The teacher-counselor visits with the students and their parents in their home began even before the school year started. Between the end of the summer workshop of 1964 and the beginning of that school year, the teacher-counselors met with the administration and selected faculty members to identify the students that the school personnel felt should be enrolled in this program.

These meetings provided an opportunity for the teacher-counselor and parents to share common problems and explore alternatives together. Perhaps the most important aspect of the out-of-school program was the teacher-counselor's direct involvement with the students in such things as fishing trips, basketball games, working on cars, chaperoning parties, or simply allowing and encouraging students to drop by the teacher-counselor's home and visit.

6. Numbers, Characteristics, and Disposition of Program Youth

South Eugene High School. The Program operated at this school only one year. During that time a total of twenty sophomore youth were in the program. These enrollees were selected for the program on the basis of three criteria established as requirements by program design: first, that selectees be males; second, that they have a history of behavior problems; and lastly, that the youth have a history of low academic achievement.

a. Characteristics. Eighty-four per cent had had delinquency referrals. By comparison, there was an eight per cent delinquency referral rate for the Program Area Normals. The grade point average of Program group was 1.21 or slightly better than a D grade. The group was dissociated from the school and became even more so as time passed. The Program Area Normals, on the other hand, had a group grade point average of 2.34 or a little better than a C grade average.

b. Disposition. Of the twenty youth who started the project, five completed the program. Twelve dropped out of school. Three transferred to other classes or other schools. The dropouts went to the Army, vocational schools, or correctional institutions.

Junction City Senior High School. The program operated at this school for two years. During this time, forty-five youngsters went through the Program.

a. Characteristics. Fourteen per cent of the youth had delinquency referrals prior to Program. The Normal group had an eleven per cent referral rate. The Program group was reportedly dissociated from school and had a grade point average of 1.41, a D grade. The Normals had a grade point average of 2.62, or a healthy C grade.

b. Disposition. Of the forty-five youngsters served in the two years of this Program, thirty-one completed it. Six youngsters dropped out of the Program and school, while another six transferred to regular classes or other schools.

Oakridge High School. The Program operated at this school for two years also. During this period, twenty-two youth were served.

a. Characteristics. Thirty-one per cent had had delinquency referrals prior to the Program. Conversely, the Normal group in this area showed only five per cent delinwuency referrals. Where the Program group had a grade point average of 1.31, or a D grade, the Normal group had a grade point average of 2.02, or a C grade.

b. Disposition. Of the twenty youth served in the two years of Program in this school, fourteen completed the program to some extent -- that is, they went through the full two-year Program period or joined some time later in the second year and finished. Two youths dropped out of the Program and school. Two transferred to other classes, and two graduated from the first-year program. The dropouts went to work or enlisted in the Services.

Woodrow Wilson Junior High School. There was also a two-year program at this school. The two program years can be thought of as distinct, in that there was no carryover of youth from the first year into the second. Forty-nine boys and girls were served in the two-year period.

a. Characteristics. The first year Program group had a fifty-two per cent delinquency referral rate. Conversely, the Normal group had a pre-program referral rate of fifteen per cent. The grade point average of the Program group was 1.29, or a D grade, while the Normals had a C grade point average of 2.62.

b. Disposition. Of the twenty-five youth who comprised the first year of Program at Wilson, fifteen completed the Program and went on to Senior High School. Five of the youth transferred to regular classes and went to Senior High School. Five of the youth transferred to other schools. One went to a correctional institution. There is no follow-up on two.

The second year of Program at Wilson Junior High accommodated twenty-four youngsters. Nineteen of these youth finished the Program and went on to high school. Four transferred to other schools. One girl dropped out to be married.

Junction City Junior High School. This school had two years of Program. As was the case at Wilson Junior High, there was no carryover of youth from one year to the next, so these Programs may be thought of as separate. Forty-five boys and girls were served by the Program during this time.

a. Characteristics. Only five per cent of the first year Program youth were delinquent prior to the Program. At the same time, the Normal group showed no delinquency at all. The Program group had a pre-Program grade point average of 1.58, a D grade. The Normals had a C grade point average of 2.35.

Seventeen per cent of the enrollees in the second year of Program were delinquent prior to entry into the Program. Again, the Normal group displayed no delinquency pattern prior to Program. The grade point average of the Program group was 1.69 (D), while the Normal group had a grade point average of 2.00 (C).

b. Disposition. Twenty-two youth were enrolled in the first year of Program at this school. Of the eighteen who finished, twelve transferred into the Program at Junction City Senior High School. Six of this group went into regular classes. Four of the original twenty-two transferred to other schools. There were no dropouts in this group.

The second year of Program at this school served twenty-three youth. All but two of these enrollees finished the Program. One student transferred to another school and the other into regular classes. There were no dropouts from this phase of the Program.

A. Program Evaluation

The evaluation of the Educational Program is in essence a study of the impact the Program may have had on both the schools and the students. The Educational Program was to have wrought changes in the institutional make-up and to have effected attitudinal and behavioral changes in those students enlisted in the Program.

Analysis of Program Effects

1. Delinquency

a. South Eugene High School. Comparison of delinquency rates after the onset of the Program reveals no evidence that the Program conducted in South Eugene High School was effective in reducing delinquency. In the matched experimental group, seventy-four per cent of the boys accumulated a delinquency record after the onset of the Program, compared with fifty-eight per cent in the matched control group. Any initial conclusion about possible negative effects of the Program must be tempered with recognition that the experimentals started off as a more delinquent group prior to the start of the Program (58% of the experimentals, *versus* 32% of the controls having referrals before Program).

b. Junction City High School. It appears that in Junction City High School, as in South Eugene, the program was not effective in reducing juvenile delinquency. A total of twenty-seven per cent of the matched controls showed delinquency referrals in the period after the onset of the Program. In this case, the experimental control group started out with equal percentages of delinquent youngsters at the onset of the Program (fourteen per cent).

c. Oakridge High School. The Program in Oakridge is the only one where some evidence emerges of Program having effected a reduction in delinquency. In the period after the onset of the Program, nineteen per cent of the matched controls became delinquent. The difference between the Oakridge experimentals and the Mill City controls becomes even more startling when we take into account the fact that the experimental group had a much higher rate of delinquency at the onset of the Program (38% compared with 13%). The actual decline in the proportion of delinquent students observed in Oakridge is unique, for in none of the other communities did such a reduction occur.

2. Academic Performance

a. South Eugene High School. There is no discernible effect of the Program in South Eugene High School on the academic performance of demonstration youth. The grade point average of the experimental group fell from 1.14 before the program to 0.81 afterwards, a drop of 0.33. This drop, as was true with the increase in delinquency, cannot be interpreted as a negative effect of the program since similar declines in mean grade point averages were noted in the control group (1.55 to 1.20, a drop of 0.35), and in the "normal" students in South Eugene (2.62 to 2.38, a drop of 0.24), and in South Salem High (2.55 to 2.33, a drop of 0.22).

b. Junction City High School. While there was some improvement in the academic performance of the Junction City experimentals (a pre-Program mean grade point average of 1.41 being raised to a post-Program average of 1.50), this improvement is balanced by a greater improvement on the part of both the matched control group from Stayton (1.49 to 1.75, a gain of 0.26 points), and in the "normal" populations in both the demonstration (2.33 to 2.61, a gain of 0.28) and the control (2.52 to 2.71, a gain of 0.19). As a consequence of these "natural" gains, no significance can be attached to the slight positive improvement of the experimental group.

c. Oakridge High School. The greatest improvement in mean grade point for any of the Program or control groups occurred among the Oakridge experimental group. The mean grade point average for this group improved from a pre-Program level of 1.31 to a post-Program 1.79, an increase of 0.41. The matched control group also improved considerably, going from 1.30 to 1.65, a rise of 0.35. What is significant, however, is that the rise in grade point average of the control group was matched by a virtually identical rise in the "normal" population of the control school (2.50 up to 2.83, a rise of 0.33), while there was almost no improvement in mean grade point averages in the normal group of the demonstration high school. That is, the rise in the experimental group was not shared by other students in the experimental high school, while the control group shared in the rise that characterized all students in the control high school. The improvement in academic performance among the experimental students in Oakridge, in other words, appears to represent a positive impact of the Educational Program conducted in that school.

3. Institutional Change

The Educational Programs Division of the Lane County Youth Project was concerned with changes not only in the behavior of youth, but within the educational system as well. Accordingly, some evaluation must be made of the impact of the Program on the schools. Institutional change as covered in this section embraces three areas: teacher change, curriculum content (vocational courses and special programs), and teacher receptivity of Program.

a. South Eugene High School. While respondents at South Eugene High School at first had a lower showing in feeling that non-college bound youth were not equally provided for educationally, by the second year there was an increase of eleven per cent. At the same time, the control school dropped eleven per cent. Four per cent fewer respondents thought that better vocational courses should be provided for the non-college bound by the second year, while there was a twelve per cent drop in this feeling at the control school. The same reversal is seen with reference to attitudes about dropouts. The South Eugene respondents showed an increase of fourteen per cent of teachers who would help dropouts regardless of cost, while South Salem dropped fifteen per cent during that time.

There was no increase in the ratio of hours of vocational education to total workload during the Program period. Nor were there any special programs inaugurated during this time for the benefit of low achievers or dropout-prone students.

Finally, the Program lost heavily in terms of recognition or familiarity at this school. (The Program was in effect only one year, full time, and part-time after that.) This is evidenced by the fact that only 24% of the respondents indicated familiarity with the Program by the second year. Further, while 65% of the respondents indicated _initial_ approval with the Program, _after one year's operation_ only 31% indicated approval. Perhaps more important was the fact that respondents indicated they felt only 18% to 20% of their fellow teachers approved of the Program --a much more valid appraisal of acceptance, since a person might answer approvingly for himself but indicate his true feeling by reporting what he thinks others feel.

b. _Junction City High School_. While initially 89% of the respondents from the two schools felt that non-college bound were not equally provided for educationally, these percentages increased over time, 3% and 11% respectively. However, there was a 20% drop in those respondents who felt that the schools should provide better vocational courses for the non-college bound. The percentage of respondents at Stayton High School stayed at 92% for both years. There was a drop of 2% at Junction City High School in those respondents who did not feel it was a waste of time and money to help dropouts. Simultaneously, the percentage of Stayton respondents dropped 15% on the same statement.

At Junction City High School, too, there was no increase in the vocational education workload relative to the general workload, indicating there was no special emphasis on providing vocational education for those who need it. There were also no special programs instituted. There was an ongoing program, but it was hardly sufficient to meet the needs of underachievers in preparation for the work world.

All the respondents both years had heard of the Program when queried. There was only a 2% drop from the first year to the second of those people who initially approved of the Program. However, slightly more teachers here approved of the Program than at South Eugene. But there was increase in the percentages of respondents who favored the Program after it was in effect from the first year to the second, even though the increase (from 34% to 46%) was still less than half the staff. While 45% felt their fellow teachers were in favor of the Program the first year, this figure dropped to 38% at the second year.

c. Oakridge High School. There was a 13% drop in percentage of those respondents from Oakridge High School over two years who thought that the non-college bound were not equally provided for educationally. (This might be related to Program success there.) However, there was a 10% increase at

Santiam of teachers who felt there was an inequality. There was also a drop of 7% of Oakridge respondents who felt better vocational courses should be provided, while Santiam held constant in this response category. There was a slight drop of 4% of the Oakridge teachers who felt it would not be a waste of time and money to help dropouts, but Santiam dropped 20% in this category.

There was a slight upward shift in the ratio of vocational course work to general workload at Oakridge during the Program years, but this might not necessarily be due solely to Program since interviews with the administrators indicated there was a new emphasis in this direction. However, no special programs were instituted for the low achievers or the dropout-prone.

While all the respondents indicated familiarity with the Program after the first year, there was a drop of 12% (down to 88%) in familiarity at the end of the second year. More favorably, while 71% of the respondents indicated initial approval of the Program, 75% indicated this approval at the end of the second year. Again, 79% indicated approval of the Program after it had been in effect for one year; at the end of the second year, this percentage of approval rose to 88%. Finally, on the question of whether the respondents felt their fellow teachers approved of the Program, again a substantial increase of 29% is shown. All indications point to a tentative approval during the first year and a more hearty approval at the end of the second year.

4. Changes in Program Focus

The Educational Programs of the Youth Project, as was true in other areas, underwent changes in emphasis as the demonstration period progressed. This was especially true in the last few months of the Program. In part, these changes were a function of staff re-examining the question of how they might bring about the greatest emphasis in the demonstration schools. Another factor in school programming, however, was the fact that the last year of Program did not match with the academic year, so that classroom programs were not possible. Some of these changes included:

a. Inservice Seminar Development. As a result of the experience of the first two years of the Project, the Educational Programs Division staff felt the need for total involvement of school staffs in attacking the problem of alienation generation in the schools. They began the development of Inservice Seminars to combat this problem by holding two seminars each at Junction City Junior High School and Wilson Junior High School. These schools are part of two demonstration areas.

These seminars used outside consultants and were carried on with the involvement of the University of Oregon and the Division of Continuing Education. Seminar participants paid a tuition fee and were allowed university credits.

The content of the seminars arose from the expressed needs of the participants, which generally moved from discipline and student problems to the problems of alienation. The experiences gained from these seminars led to the development of the Summer Workshops, the first of which took place during the summer of 1966. Participants for the Workshop were selected from many schools in the area, including the demonstration schools. The participants then carried the ideas back to their individual schools and discussed the content with their fellow teachers--creating new demands for similar workshops to deal with alienation.

b. The "Mobilab" Concept. As the spring seminars developed in 1966 it became increasingly obvious that inservice seminars, based within the school with the total staff and designed around their specific needs, were urgently needed. It was obvious, also, that outside resources were needed to help most schools continue such programs. From this background, the Mobilab Inservice Teacher Training concept evolved. Plans were made for the Educational Division Summer Workshop which was to make heavy use of video taping and playback equipment to help teachers see themselves as they were in their classrooms.

The Mobilab staff, in addition to assisting in the various workshops and seminars of the Educational Programs Division, have assisted in the preparation of numerous sample tapes, i.e., vocational and pre-vocational tapes for classroom use to bring the World of Work to the classroom, Project Head Start training tapes, Juvenile Court Summer Institute demonstrations, and many others. As a result, numerous agencies are requesting Mobilab services and several are purchasing their own Mobilab equipment.

c. Community School Concept. This idea was brought into the area from the Community School Program at Flint, Michigan. The concept basically is a community development plan utilizing the resources of the schools. Community development in this scope is the bringing together various strata of people in the community through adult education, recreation for children, and cultural enrichment. The application here has been seen especially in the development of a cultural enrichment program in the Oakridge demonstration area. The method has been to involve the schools, parents, children, senior citizens, and representatives of the local power structure. Other programs are being explored in the Junction City and South Eugene demonstration areas.

D. Summary and Conclusions

Certainly many factors could be assessed in appraising the success or failure of the Program. The same holds true for parts of the Program. The variables in the Educational Programs' analysis alone are not sufficient to draw conclusions about Program effect at each of the schools; other factors have to be evaluated. Strong consideration must be given to the extent to which the community, institutions, and agencies became involved.

The school system is the modality in which the Program took place. Therefore, an important consideration for Program success or failure is its integration in the school. It is necessary for nearly total cooperation and understanding by staff and administration of the Program schools in order to insure success; yet this factor was certainly missing in two of the schools. An examination of the data suggests that large segments of the staff were unaware of the Program or were indifferent to it, and certainly were not bound to the type of student the Program was designed to aid.

Internal segregation of the Program is another important consideration. The one factor that raised much critical feeling about the Program in two of the schools was the segregation of its classes from the rest of the student body and teachers. This was indeed a point of vulnerability. In this matter, everyone critical of the Program needed only to point to the teacher-counselor or to the Program youth. At no time would any of the staff of either school be required to accept responsibility for the shortcomings of the group. This was a Program error. Furthermore, it is the antithesis of integration. Isolation of the Project classes led to incidents of conflict between administration or staff and Program youth who violated rules set down for the total student body.

Understandably, Program felt its approach to alienated youth should be permissive and democratic, in order to counteract the antipathy the youth felt for the traditional authoritarian approach. In one instance, however, it appeared that this resulted in over-permissiveness and a general deterioration of relations between Program and the school administration. Consequently, the school administration's reaction was imposition of disciplinary and authoritarian measures.

Certainly had the Program been totally integrated into the school system with the workload falling on the shoulders of many instead of just the teacher-counselor, the youth might have been reintegrated into the society which rejected them and which they rejected. The success of the Program at Oakridge indicates that such a Program can succeed. It is no surprise to find that the Program at Oakridge avoided all the same areas of conflict that befell the other Programs. The salient feature in Oakridge was totality of involvement.

Looking beyond the period the Program functioned, several new developments have emerged with change in Program emphasis. These new techniques show promise and wider acceptance, and currently are being incorporated on various levels in the educational system in this State. The first of these is the Inservice Seminar. A second development has been the Mobilab concept. Finally, a third innovation is the Community School concept. It is hoped that when these procedures are coordinated they will produce the long-range effect promised by Lane County Youth Project educational programs in the local area, in the state, and at a national level.

Section 3

YOUTH EMPLOYMENT TRAINING PROGRAMS

Section 3. Youth Employment Program

I. Program Overview

The Youth Employment Program was started in June 1964 and continues as of this writing (March, 1967). The Program first took the form of an Employment Training Center and was funded through the Office of Manpower Automation and Training (OMAT). During this period of time, seven Programs were funded which included skills training, training allowances, remedial training, vocational rehabilitation, on-the-job-training, and a Neighborhood Youth Corps Program. Six hundred and seventy-five (675) youth have been processed through the Program during the period of operation.

The MDTA Institutional Skills Training Program, the Oregon State Employment Service training allowances, and Vocational Rehabilitation Agency Program all started in the period June to October 1964. Most of these Programs terminated along with the OMAT program in September 1965. Remedial Training was started in October 1964 and continued to April 1965, and 135 people were served in this Program. A similar Program was funded in February 1966 to run for one additional year. The Program, funded for $46,024, has provided tutorial aid for 75 people. The U.S. Department of Labor supported an On-The-Job Training Program which served 73 people through January 1967. This Program started in September 1965 and will run through March 1967. The Neighborhood Youth Corps, funded for 13 months at $182,820, will have served 120 people by the end of the program period.

Of the individuals served in the original OMAT program, half the trainees were males and over half were in the 18-19-year-old age bracket. The next largest group served is in the 20-21-year-old bracket. More than three-fourths of the males and more than one-half of the females possessed histories of social deviance of one kind or another, that is, the youth were either dropouts, known to juvenile authorities, known to the District Attorney's Office or were on Public Welfare at one time. This was true more typically of the males than of the females.

II. Program Implementation

A. Experimental and Demonstration Features

The objectives of this project expressed in the original proposal were:

1. To demonstrate effective methods of identifying and inducting rural youth into employment training program;
2. To demonstrate the techniques through which rural youth can be trained for integration into urban employment;
3. To demonstrate that youth eligible for vocational rehabilitation services can be integrated with other trainees in a youth employment training program;
4. To demonstrate effective methods for motivating rural and small-city youth toward realistic career occupational choices and involvement in the prerequisite developmental activities;
5. To demonstrate the use of public improvement projects such as orientation training and job-placement opportunities for rural youth.

As the Project developed, new objectives were defined. These were as follows:

1. Experimentation with a program structure more suitable to the individual needs of the rural, alienated target population;
2. Experimentation with counseling techniques which lend themselves particularly to the behavior and adjustment problems of alienated youth;

3. Experimentation with Project employment for former trainees, as a technique for modifying mutually negative perceptions which interfere with interaction between conventionally socialized persons and alienated youth;

4. Experimentation with a counseling technique which allows trainees to gain confidence through their assuming responsibilities in the program operation--roles which have traditionally been performed by agency staff;

5. Demonstration of more rapid modifications in the occupational perspectives of hinterland youth by making it possible for them to take part in extended work experiences in metropolitan areas;

6. Experimentation with tutorial remedial instruction within the skill-training setting.

Youth for the Program were recruited by various means. It would appear that these youth cannot be solicited through the use of television, radio, or newspapers either because they do not read the papers, or are not generally available when the announcements are being made. The most successful method appears to be personal solicitation. The names of youth approached in this fashion were either supplied by past teachers, or they were recruited from other Project Programs. Another method used was in the "fielding" of a recruiter who could personally contact youth in their natural habitat.

Having been recruited, the youth were processed through an Intake Procedure. This involved program orientation, pre-vocational counseling, assignment to the vocational program, and a determination of the level of socialization of the youngsters. The degree of socialization was established as ability to communicate, level of self-confidence, physical appearance, job knowledge, vocational goals, and personal habits and hygiene.

The training program itself was originally designed as a fairly "tight" and structured experience. In the first months, after having tried a relatively structured program approach, it was established that the youth being served by the Program would not or could not benefit from this type of program. Nearly three-fourths did not respond to this treatment level. The Program approach was changed. The result was a separation of the pre-vocational and vocational phases of the Program. Where previously youth who needed pre-vocational counseling and training were forced to wait for a period of time and the start of a new class, under the new structure, all youth were placed in the pre-vocational counseling set-up and then selected from there, after assessment, to be assigned immediately to vocational counseling and training if they were sufficiently advanced to warrant this action.

The pre-vocational group was given more attention relative to adjustment and behavioral problems, since these qualities interfered with vocational development. The counseling here was more oriented to psychological counseling in group sessions, for the problems manifest by the individuals were precisely those which would cause employment difficulties or result in inability to maintain steady employment and subsequent upgrading in training or job skills. These youngsters were eventually moved into vocational counseling classes.

The vocational counseling class dealt with appearance and interview behavior. The class learned the procedures in making job applications. They were given introductions to kinds of jobs and introductions to the world of work. Employer panels appeared to discuss the things employers expected from employees. In general the youth were provided with that kind of information which could only be gained from a wide range of experience or from what could be provided in job counseling.

Other approaches introduced after this phase of Program was the task oriented group, where the counselors encouraged groups of trainees to involve themselves in joint projects such as the evaluation of the impact of the ETC story in local press; the painting of the local juvenile home, involvement with trainees - families relationships, and sponsoring recreational activities. Another method introduced was the Audience Counseling method, a variation on group counseling and team counseling which involved a team effort between the pre-vocational counselor and the vocational counselor.

Beyond the needs for counseling, the youth also had needs in skills training. The MDTA Program in skills training attempted to fill this need. One hundred and thirty-one youth were served. One problem encountered was that the interests, abilities, and aspirations of the youth exceeded the level of training offered. Second, before a course could be offered, at least twelve youngsters had to be available for training. Again, the traditional structures were imposed on what needed to be an innovational training situation.

The work experience training program which involved on-the-job training with training allowances seemed to be successful in some cases. A program arranged with Boeing Company of Seattle to train 45 electrical assemblers showed promise, but the Washington State Employment Service would not certify the need to go outside the State for potential employees.

The remedial training program served 135 trainees, and was designed to upgrade basic skills such as reading and arithmetic skills. On the whole the program was not successful. The youth could not be motivated to participate in the Program, and since a 9th grade reading level is sufficient to qualify for MDTA training, this was adequate for them to cope with course materials. Previous experiences with school had soured many of the trainees against further participation in the program.

Section 4

AGENCY PROGRAMS

Section 4. Summary of Agency Programs

A. Introduction

At conception, the Project's agency programs were designed to provide available community agency services by expanding currently existing services and developing new resources. Services within this matrix would be made known to helping agencies and groups in Lane County. The purpose was to open avenues for professionals, sub-professionals, and volunteers through which to re-orient alienated youth or families back into the major networks of society--"into the system."

In some cases, the pathways back to the community require working with individuals, under a program, in order to produce internal change. In other cases, the pathways call for changing the environments into which the individuals may return. This latter approach recognizes that not all problems originate from within, but that segments of the community need adjusting in order to provide meaningful experiences to the alienated. Whichever method seemed most appropriate was the one to be selected.

B. Summary of Agency Achievements

The Youth Project helped with development and operation of several agency programs and components. As a result, a number of achievements were made, as well as implementation of agency programs.

1. Agency Information Program. The Agency Information Program informed the community about the Youth Project. The expansion of a currently existing directory into a more comprehensive document, Directory of Community Agency Services, was completed and issued to familiarize local agencies with the entire scope of help facilities available.

2. Newsletter. The Newsletter was another communications vehicle containing month-by-month changes in the growth of the Project. Its distribution was county-wide.

3. Community Health Council. The Agency Division's provision of research assistance and support to the Community Health Council helped the Council to fulfill its goal of a community assessment of professionals' attitudes toward needed mental health facilities and their usage--past and projected.

4. Community Volunteer Coordinator. The Community Volunteer Coordinator, as the Project's representative, was active in expanding and solidifying the existence of volunteer activities. The Community Volunteer Office became a more prominent volunteer bureau as a result.

5. Family Service Program. The Family Service Program incorporated sub-professionals to reach families having such a complexity of problems that they were known to two or more agencies. Thirteen family aides served eighty-two multi-problem families.

C. Summary of Agency Programs Within Community-Based Agencies

The Agency Programs, located in existing community agencies, received most evaluative emphasis during the demonstration period, within funding limitations. These programs include the Case Aide Program, the Data Processing Program at the Lane County Juvenile Department, and the Boys and Girls Small Group Programs at the Central Lane YM-YWCA.

1. Case Aide Program. The Case Aide Program was a joint effort of the Lane County Youth Project and the Lane County Juvenile Department, from August, 1964 through August 15, 1966. The Program was an effort to awaken the community to the problems of the Juvenile Department

and its clients, and to directly involve community residents in combatting delinquency.

a) Case Aide Program Description. Community volunteers provided adult relationships for delinquent and delinquency-prone youth, in addition to those professional services provided by the Juvenile Department's counselors and the court. They were under the supervision of the Case Aide Coordinator who provided liaison between the professionals and volunteers regarding referrals to the program.

Ninety-seven youth were engaged in the Program from the time of its inception. These youth were generally in their mid-teens; slightly over half were males; and over ninety per cent were delinquents. They were generally referred to the Program by Juvenile Department counselors. As a rule, the referrals were a cross-section of the type of offenses which are brought to the attention of the Juvenile Department.

Of the total number of volunteer recruits responding to the Program's call, sixty persons became active participants. They were professionals, white and blue collar workers, housewives, and students from the Eugene-Springfield area. Orientation and training sessions gave the Case Aides a background on the kind of youth and their families, as well as the types of problems, which would be encountered.

This educating process produced a knowledgeable volunteer ready for first-hand experiences. He soon became able to teach his friends about the needs of delinquent youth and their families.

Involvement by these laymen and their contacts with others helped widen a grass-roots concern for reducing juvenile delinquency.

The aides performed a number of functions, including acting as a tutor, setting guidelines for behavior, acting as a "counselor" in meeting minor problems of the youth, joining the youth in recreational activities, and, when the youth was looking for employment, the Aide usually helped him to fill out the application. Further, the Aides provided companionship and an entree to community resources.

As the Program progressed, changes were addressed and some were incorporated. The Coordinator's work time was increased. The Aides' training sessions were shortened. There was a shift in emphasis of referrals and there was a change in matching patterns between the youth and the aides. It was discovered that interpersonal relationships were more critical between aides and delinquent youth than common interests were.

What happens when the aide and youth get together can best be described by the Aides themselves. Working with an assigned youth often involves the youth's family and friends. For example,

> "I picked up Edith and a girl friend. We went to a drive-in for a coke. Edith wanted me to meet her friend. It seems that the friend has problems at home; she wants to run away. Edith explained that she thought that I might have some suggestions for her friend that could be of help. We talked for about two hours. The conversation was quite productive. Edith and her friend talked more of their similar problems with their parents, but Edith also talked about the problems that came about when she ran away from home. Her friend decided that she would not run away, but try to 'stand it' at home a little longer.
>
> "Edith reported that her parents had 'made up' and things were running quite smoothly at home. There had been no recent fights."

The Aides did not always experience "smooth sailing" with regard to their youth's behavior. That is, even after investing interest and time their youth might get into trouble.

"Roger was not there (home) when I arrived but I had to get the application for New Life Youth Camp signed and filled out.

"I got a different viewpoint on the family from spending about an hour with his mother and his 14-year-old sister. I asked a lot of questions in addition to the ones on the application.

"The house was as clean as a house like that can be and clean clothes were flying in the wind outside. It's hard to talk to Roger's mother as she is of a very low mentality. I doubt if she can read or write as her signature on the application indicates. She seems to have good control of the kids and is concerned about supervision at the camp.

"Roger seems to be doing real well at school and joins all activities he can if money is not involved.

"...(It) seemed the summer was going along smoothly. We went to the car races and then everything seemed to blow up. Roger called me that his bike had been stolen and sold to (a second hand store). Spent two trips getting it back for him not knowing at the time that he and another boy had been arrested for breaking and entering, stealing a car and two bicycles. Talked to Roger and his mother about it, then the Case Aide Coordinator had them and myself come to the Center for an informal meeting. I feel Roger was 'taken' by the other boy, but he was lectured on the basis that he was just as much at fault. I felt we did not get to him as he would change the subject as if he weren't hearing us. Roger is now very interested in boxing in the A.A.U. and is training three times a week. If he keeps up his interest, I'll see that he has the necessary items for this sport.

"...Roger is working real hard at boxing and will be in Portland, November 6, for a match. I told him to call me and let me know how he came out....Roger called. He lost his boxing match by a single point but his coach said it could have gone either way. I don't think he is discouraged."

Certainly, a Juvenile Department Counselor could never devote the time to an individual case as the aides did. During 1965, the Case Aides donated a conservative 5400 hours of time to working with the youth. Over two years of Program, 10,800 hours is a minimum estimate of time given to this work. In addition, the Coordinator also acted as a recruiter, a public relations man, a consultant, and resource developer.

Over the demonstration period, hundreds of persons were directly or indirectly involved or contacted regarding the Program--youth, parents, aides, staff, citizens. The mere presence of the program undoubtedly has had a definite effect. This effect is still continuing. For one thing, University students are now working with counselors and their clients. The use of "student-volunteers" in a juvenile center reflects a breakthrough of communication between a local agency and institution.

b) Case Aide Program Evaluation. As is true in any evaluation, the task of determining the effect of the Program depends, first, on a specification of the explicit goals of the effort. In this instance, the Program was designed (a) to bring about a change in the behavior of a group of youth referred to the Juvenile Department of Lane County, and (b) to bring about greater community involvement in dealing with the problem of delinquency through the use of residents as case aides.

Two designs were used to evaluate the data. The experimental-control groups resulted in no distinction between recidivism rates. It is entirely possible that these findings result from biases involved in the make-up of the experimental and control groups. The two groups were tested for seriousness of offenses. There was a slight tendency for the experimental group to consist of slightly more "serious" offenders than the control group prior to the start of the program.

When we examine the distribution which results from the change in pre-test and post-test scores for each individual, somewhat more positive change is shown to occur among the experimental group (468 versus 411). This means that there is slight positive change favoring the experimentals as a group. However, by taking a tally of plus and minus signs to reflect the change in response to the question, "How many individual changes favor the experimental group in comparison to the controls?" the result was an answer suggesting no program effect.

These two sets of findings indicate no difference between experimental and control groups. While there does not appear to be any evidence that this program prevents further delinquency, it is also true that the use of volunteer case aides was as effective as the use of professional counselors in the past. That is to say, the delinquency rate of the youngsters in the Program was not increased because of the use of lay persons as aides. Of course, it must be recognized that aides were working in conjunction with the counselors in many instances; they were not intended to replace counselors.

Negative findings are also clouded by the possibility that initial differences between the demonstration and control group are confounding the comparisons. An alternative to this design is one where the experimentals are used as their own controls. The logic of such a design is simple, perhaps deceptively so. It is based on the simple fact that no better "control" can be selected for an individual than himself. In such matching, identity is achieved. The major problem, of course, is that individuals change over time, in different ways, so that some techniques must be employed to control for maturation.

Two groups of before and after age/sex matched youth were then "randomly" assigned to the experimental group or to the control group. This chance assignment is somewhat equivalent to assigning youth treatment or non-treatment in the randomization process, once selection has occurred.

Among the small number available for this analysis a significant change occurred favoring youth "with" treatment over those measured "without" treatment. The probability level is .053, using a one-tail test. Therefore, when the experimental design uses the experimentals as their own controls, there is a slight treatment trend toward a reduction in delinquency referrals, within the limits of these data. This suggests that more positive findings might be isolated if a larger experimental group were available for analysis.

Not all delinquents are alike. Therefore, one type of treatment may change one type of youth, while it hinders another. Matching one type of aide with a certain type of youth may or may not "take." Interactions of these variables could be balancing out any possible outcomes. In the Case Aide Program, the interpersonal qualities of both the aides and their youths are not known. If these variables were controlled at the selection-matching process, the likelihood of experimental effects might increase, since the treatment's objectives would have been outlined in finer detail, including the youth having been assigned a counselor who complements his developmental level. There might have been increments of possible change that should be measured relative to the youth's previous level of functioning and to the specific goals set for him. These changes may or may not have occurred, but our tool(s) are not refined enough to say--we have only the final gross behavior of recidivism rates to use for measuring change.

A second major goal of this demonstration is involvement of community residents with the lives of juvenile offenders and, to some extent, their families. This first-hand contact broadens the citizen's awareness of youth's problems. By focusing on one or two youth at a time it was assumed the citizen aide would develop a new outlook on juvenile delinquency as it relates to and is personified by one or two youngsters. He would come to know and like a youth known as a "delinquent." In trying to help a youngster, the aide will have experienced the "ups and downs" to be expected in working with delinquents.

As an overall evaluation of their youth, 43% of the aides felt there was a "beneficial" response. However, an almost equal number (39%) report equivocal reactions and 4% report the youth's response was "not beneficial--the youth shows no improvement." From this assessment viewpoint, it appears most youth either improved or were in a process of changing, with a minority of one showing no change.

c) Counselors' Attitudes Toward The Program. Almost two-thirds of the counselors (65%) unequivocally regard the Case Aide Program as favorable, at the close of the demonstration. Five counselors mixed favorable with unfavorable responses or were ambivalent at program's end. Although almost all the counselors (94%) referred youth to the program, only slightly over half of them (56%) reported all their referrals could be accepted. Lack of available aides was cited as the reason. The counselors' response was greater than could be handled by a program administered by one coordinator responsible for recruitment, orientation and training, consultation, and supervision.

d) Youth and Parents' Responses, According to Counselors. Counselors in general report that parents welcomed the opportunities offered their child by the aide. Several parents reportedly told their youngster, "If you only realized how wonderful your aide is and how lucky you are!" Some parents reported the aide helped them to become a better parent in supervising and understanding their youngster. Another parent was relieved the aide wouldn't be taking her place. The small sample of parents report general approval of the program. One-third of the nine families interviewed wished their aides had gone even farther in working with their children.

e) Youth Interviews. Of the seven youth interviewed, five were male and two were female. Both the boys' and girls' families held and maintained favorable attitudes toward the aides throughout the program.

From this small sample, the majority of youth report some benefit from relationship with their aide. Whether or not they follow through on their long term plans or if their behavioral change is permanent remains to be seen; yet these indicators are evidence of an effective aide-youth interaction fulfilling the second major goal.

2. Small Group Programs For Boys and Girls. The Small Group Programs For Boys and For Girls were originally conceived as part of the Community Development Division's responsibility in South Eugene, paralleling some of the youth worker's duties in the rural areas of Oakridge and Junction City. Through a change in funding, this function was transferred to the Agency Program Division. The Central Lane YM-YWCA agreed to accept this program effort into their curriculum and youth workers were selected to activate these two programs.

a) Small Group Program For Boys. The Lane County Youth Project Small Group Program For Boys was initiated in September, 1964. Confined to the YM-YWCA, the Small Group Program limited itself to the South Eugene demonstration area. Good cooperation from counselors at South Eugene High School, across the street from the "Y" building, provided the names of a number of youth who had been identified as alienated youngsters. It was intended originally that the "Y" building would be a base for program operations with some use made of its athletic facilities as an aid to bring groups together.

The Small Group Program for Male Adolescents was designed to provide a somewhat structured group experiences for youth. The groups were to be reasonably small, have enough group structure to give the youth some identification, and allow for group processes to generate and function. The program was considered to be one of the steps in a reintegration process. It was to point the way to avenues along which youth might be able to pursue some of their own interests and to teach them how to make use of community and institutional facilities. The program was set up to be administered under the direction of the Central Lane YM-YWCA with planning and operation as the responsibility of the youth worker, who was to have access to other "Y" staff services and building facilities.

The general purpose of these programs was to provide problem youngsters with experiences that would help solve difficulties they were currently facing as well as to help them prepare for dealing with problems later in their lives. The youth worker in the boys' program sought to provide security-producing experiences in order to enable boys to cope with problems in areas which had been difficult for them. Individual counseling, sensitivity development, task orientation training, and recreation were four methods utilized to bring about this program purpose.

From its onset in 1964 until its conclusion in June, 1966, the Small Group Program For Boys underwent at least two dramatic modifications. Therefore, it is simpler to regard the engagement process as being separated into three successive program units.

The initial phase of programming can be clearly defined as the period between September, 1964, and April, 1965.

(1) First Phase of Boys Program. It was in the first phase of program operation that the relationship with the host agency reached its greatest point of strain. Primarily this came about through the inability of the program's special group of youth to contend with longstanding, traditional rules in the "Y" building which had to do with smoking, use of profanity, and noisy congregating in the lobby.

It is to the credit of the regular "Y" staff and program leadership that reconciliation, however tenuous, was attained whenever any of the negative factors reached critical proportions. Needless to say, such crises were of an ongoing nature although the stress they caused was tempered as time passed.

(2) Second Phase of Boys Program. Phase two of the program began in April, 1965, and ended in June, three months later. It was distinctive because of three major changes that were made: a new youth worker took over the leadership of the program; a special room at the "Y" was turned over to the program as regular headquarters; and the structure of the program idea changed to a combination of sport and recreational activities, individual counseling, group discussions, and involvement in planning special projects.

In these sessions the group took the opportunity to explore with each individual his feelings, the feelings of the others, and the possible cause of behavior which proved a problem to him. This was a most difficult process to keep on a constructive level and made the greatest demands on the Youth Worker in providing protective control. Sensitivity development sessions were always on a formal basis and were designated as such in order that the individual boys might make a choice about participating.

(3) Third Phase of Boys Program. Phase three of the program began in October, 1965 and concluded in June, 1966. The third unit of program was unique despite the fact that format, structure, and leadership were not altered. Two modifying factors accounted for the difference: an upsurge in the number of youth who wished to be a part of the activities in the "special room at the 'Y'"; and a sharp cut-back in leadership's time available for working with the group.

The youth worker position had, from the onset of program, been set up as half-time but, in phases one and two of the program, the youth worker(s) tended to give full time attention to program activities and development. In Phase Three the youth worker, because of having a second, highly demanding half-time position, was pressed to maintain the small groups program operation at the level of time initially intended.

During this period of time it proved impossible to have total knowledge or get complete accounting of the actual number of youth who had contact with the "program." The number of "participants" was not only great but shifted in its complement from day to day. While many of the boys had personal contact with the youth worker in inquiring about the program or casually discussing some problem of the moment, there was no semblance of continuity at this time. Despite this fact, the youth worker attempted to fulfill his commitment in keeping up "contact notes" in order to get even this disorganized phase of program recorded for evaluation. Thus it came about that, although he may have filled out in detail the content of some of the contacts which he had, he could not even recall the names of some of the boys at a later time.

In a decisive action about mid-November the youth worker posted the list of the twenty-four "eligible" boys on the door. Subsequently he spent a considerable part of his time for the next two or three weeks handling reactions to the selection factors with both the "in-" and "out-" groups.

Through March, April, and May the program was once again a blend of individual counseling, group activity, sensitivity development, and task orientation. Near the end of May it became necessary for the group to give up the use of the permanent room assigned to them and, without the "headquarters," their activities dwindled to a natural demise in June 1966.

b) Small Group Program For Girls. The Central Lane YM-YWCA Small Group Program For Girls was, in its earliest stages, designed to serve dropouts only. This particular focus resulted when representatives of local community agencies joined with Lane County Youth Project staff in the original planning of the total concept of Small Group Programs. As in the Boys' Program, the Small Group Program For Girls underwent changes in personnel, supervisors, youth selection, structure, and focus. It, too, can be viewed as progressing in "units of operation,"each a necessary modification of its predecessor.

While the original group of six went well, it became apparent that a modification would have to be made in the selection process in order that the Small Group Program could serve more girls. The program had begun in September, 1964, and by mid-October the youth worker was ready to respond to a Junior High School counselor who had identified 20 girl truants who, she felt, were potential dropouts, some having delinquency records. The counselor speculated that, given some special attention, the girls might be deterred from leaving school. Through this selection process the new group was begun with six of the girls, ultimately becoming a group of nine after it had been under way a month or so.

The nine original girls were ninth graders aged fourteen and fifteen. The majority of girls were receiving D's and F's in their school work. The Juvenile Department had records for six, the police knew of an additional two, while one was unknown to either agency. Five of the girls were from broken homes.

The youth worker described some of the girls and their living situations in the following ways:

Girl A

> This girl was one of the original two who made up the nucleus of the group. Her hair was bleached and she wore heavy makeup, and usually dressed in tight clothes. In manner, she was at times extremely surly and uncooperative. Other times she seemed deliriously happy, almost to the point of hysteria. She did very poorly in school, although previous school grades and test scores indicated that she could be an above-average student. She was known to the Juvenile Department for shoplifting, truancy, curfew, and minor in possession of liquor. The Welfare Department had placed her in a foster home for several months. The

girl reported that her mother ran around with very young men and drank a lot. The girl had primary responsibility for the care of her three younger siblings. The girl was raped twice by a young man who frequently was around the house and as a result contracted gonorrhea. She turned herself over to the Juvenile authorities to get away from home and recently was placed in custody of her adopted father (her mother's second husband) and moved to his home state.

Girl B

This youngster joined the group three months after its inception. She had recently moved to town and was new in school. She became friends with one of the girls in the group. This girl does well in school but is still under-achieving. She is easily influenced by peers and gets into trouble with them. Her parents express concern over her "wild and uncontrollable" behavior, but appear unable to deal with it. The girl is openly hostile towards authority. She has been picked up by the police for curfew violation and vandalism, but is not officially known to the Juvenile Department.

(1) First Phase of Girls Program. The program for the girls started out with a simple structure. The group met at regularly scheduled meetings with an occasional spontaneous get-together. While some meetings were simply discussion periods, most involved an activity. The objective of the program was to give the girls new life experiences and guidance in helping them to adjust to adolescence. The main goal of the program was to encourage each girl to live a constructive life utilizing her potential as fully as possible. It was intended that the anti-social behavior exhibited by the girls would be dealt with openly through their participation in group activities and discussions.

The girls' group operated on a democratic basis. Group decisions for activities were made between the group and the youth worker. It was not unusual for the girls to experience difficulty in assuming responsibility not only for setting rules and limits, but also for following their own regulations.

All the activities decided upon had specific purposes. They were to broaden the dimensions of the girls' immediate world. Further, they were designed to give the girls experiences in which they could feel secure and be successful in order to offset their failures at school, at home, and in the community. Often these activities or other situations led to group discussions. Most frequently, these were informal, spontaneous discussions.

This group of girls was started in late October, 1964, and continued on through the summer of 1965. Throughout this period of time the youth worker noted several changes in the girls. They became comfortable in the "Y" and took pride in belonging to it. Many expressed that they had developed a meaningful relationship with an adult for the first time. Some exhibited greater interest in school activities to the extent of participating in dances, choir, and basketball. A few gained enough self confidence to apply for and maintain summer jobs for the first time.

As for the comprehensive Small Group Program for Girls, by February, 1965 the youth worker was operating her two groups (actual dropouts and potential dropouts) and was in the process of recruiting, screening, and training volunteers who could lead similar groups under her supervision. It was at this point that the youth worker expressed her need for a closer association with "YW" staff. Up until this time both the Boys' and Girls' Small Group Program youth workers had been supervised by a male more closely associated with the "YM" program.

Volunteers handled problems exceptionally well and soon the value and effectiveness of their work became apparent. Most of the volunteers spent far more time than their required minimum with their girls. They were ingenious at picking out interesting activities and untiring in their efforts to help the youngsters.

By the end of the school year many of the volunteers, most of whom were University students, had to terminate their groups. Wherever possible, girls from terminated groups were transferred into groups that were to continue throughout the summer.

By June, 1965, the Small Group Program For Girls was serving forty youngsters in groups ranging from four to nine. Some continued through the summer on a less structured basis. At summer's end the youth worker resigned to take another job and the supervisor added the youth worker function to her own.

(2) Second Phase of Girls Program. Despite the many changes, the "new" program attempted to hold to the previous year's design and aim. Again the school counselors requested that they be allowed more latitude in nominating girls for the program. While they worked with several girls exhibiting anti-social behavior who seemed destined to be dropouts, they also were identifying another group who, through general apathy, poverty, or mixed-up family situations, also showed signs of drifting from the school scene.

The final year of program involved ten volunteer leaders who worked with nine different groups of girls. Two of the groups were maintained throughout the entire program year, four were operated during a period of at least five months, and three had less than five months' experience. The program started out with thirty-five girls and ended with thirty-seven. Of the final group (thirty-seven girls) only twenty-one of them had been a part of initial thirty-five.

As in the previous year, group activities included swimming, puppet-making, taffy pulls, cooking, hair styling, field trips, "eating out" at restaurants and sororities, crafts, record parties, and informal discussions. Of the many activities experienced, swimming and group discussions proved to be the most effective in creating group cohesiveness from the program leader's point of view.

c) Small Group Programs For Boys and Girls Evaluation. A total of forty-five boys and ninety girls (including full participants and peripherals) were served by these two programs. The data available for evaluation showed no change in delinquency or school behaviors, with a negative attitude recorded toward school. A sample from the Girls Program registered a favorable attitude toward parental authority. Assessment of whether or not these types of treatment were appropriate to each youth's needs affects the evaluation of these programs. If youth had been grouped according to their personality characteristics it might have been possible to determine if the program had different kinds of effects on different kinds of adolescents. Further, the measurements were made during the program, rather than after.

It should be noted again that both programs changed over time. In the Boys Program, for example, Phase I used the "Y" for athletic activities only, while meeting at outside locations. Phase II, under new leadership, had access to a room in the "Y" and included individual counseling and group discussion. With the growing pains pretty well overcome, Phase III met with increased self-referral youth, but the number who could be served was less. The youth leader's time, and hence his activities, were necessarily limited, as financially stipulated.

Another evaluation problem concerns numbers of youth who received the entire program. There were five carry-overs into Phase II and fourteen carry-overs into Phase III. Even if the original five boys remained in the program to the end, they would constitute a very small sample upon which to base longitudinal research.

Further, the differential in time-spans between units may confound our observations. For example, the Boys Program changed after seven months, then after three months, and was concluded with a nine-month segment. If the time spans were equal, etc., cross-sectional evaluations perhaps could have been more revealing of youth's reactions to a specific set of the program conditions.

As it is, the boys and girls measured in the overall evaluation are from all program segments. But even so, when Phase II and Phase III segments of the Boys' Program's full participants measured for time-component differences in delinquency, no reduction in delinquent behavior was found. If the program, through adequate funding, could have been expanded, perhaps a more definite effect could have occurred.

An additional variable having possible influence on the data is that the special program groups were surrounded with a negative connotation that isolated them from other youth being served by the "Y". The Program youth's self-image, as reported in the questionnaires, therefore, may reflect these negative attitudes to some degree. In addition, the quality of leadership naturally changed through staff turnover. Each leader had his own individual leadership characteristics which may or may not have been to the best interests of Program youth. That is, no measurements assessing leadership qualities are reported here for analysis.

The "Y" Programs did serve to create some by-products resulting after its close. The Central Lane "Y" now issues scholarships to about 10% of its current membership, according to their director. Further, additional youth who would normally not participate in the "Y's" activities are bussed in from one of the local schools. Also, several former Program boys maintain contact with the "Y," or they have returned to school after having dropped out.

The program did accomplish finding alienated youth and it did attempt to reintegrate them into the community by combining the area's existing facilities into a new approach. This method linked several school counseling staffs with workers located at the Central Lane "Y" through the recruitment of youth not normally served. These acts represented a change in the operating structure of the "Y."

Its services were widened to include these troubled youth, and, therefore, its facilities were put to even more effective use.

It must again be noted that the program did not function under the conditions that were presumed when it was planned in the original Lane County Youth Project proposal. At that time, it was assumed that the Small Groups program would serve to help "lift" alienated youth to a point where they could be integrated into more institutional Youth Project programs, both in the schools and in employment areas. The fact that the educational program, especially, did not develop meant that this Small Groups program had to function under very different conditions than those proposed. The lack of positive findings, however real, do not necessarily provide a test of the program that was planned initially.

3. Juvenile Department Data Processing Program. The inadequacies of information systems in social agencies are an established fact. Locally, the problem became apparent during 1962 and 1963 when the Lane County Youth Project began its extensive studies of juvenile delinquents from the Lane County Juvenile Department's records to generate its proposals.

a) Juvenile Department Data Processing Program Description. The Youth Project, in late 1964, under the sponsorship of the University of Oregon Center for Social Services Training grant, placed a half-time research analyst at the Juvenile Department to help develop its informational resources. Duties involved analyzing ongoing methods and statistics available to describe the youth served.

While the resulting Data Processing Program at the Juvenile Department was not directly funded by the President's Committee, it was initially included in the proposal.

Early 1965 efforts were focused on programming records of youth counseled by the Juvenile Department since 1962--first into a uniform format and finally into punched card decks. This work was processed on the University of Oregon's 1620 computer by staff of the Lane County Youth Project.

A further system was in the planning stages when the Lane County Data Processing Center announced plans to convert its data processing operation to an IBM 360 series computer, including a 1231 Optical Mark Reader. The Juvenile Department decided to adapt its plans to this new system.

Late in 1965, a systems analysis of the entire Juvenile Department workflow was expanded. The goal was to make the most effective use of the new computing facilities, in relation to the Department. The balance of the year was devoted to committing all existing data to magnetic tape records, and to developing an optical scan sheet.

By March, 1966, the Children's Bureau of the U. S. Department of HEW, Welfare Administration, was sent a proposal requesting funds for a demonstration using these new facilities. The request was granted, with the Department assisting financially. The co-sponsors continued their consultative relationship. The Program Analyst was assigned as a staff member to the Department's director.

A counselor was selected from the Department's staff to work with this program so as to ensure transferability after the close of the demonstration. Training was provided for both the counselor and a statistical clerk from the Department's staff. Orientation sessions were held for the entire Juvenile Department staff.

The primary IBM source of information is the scanner sheet or the in-put document. Its design parallels ongoing work flow, yet requires a minimum of time for completion by counseling and clerical staff. In addition, it facilitates the data requirements of the U. S. Children's Bureau, with a view to providing a model available for other courts. That is, a similar scan sheet could serve other courts and the information could be forwarded to the Children's Bureau for summarization and subsequent reports. At all sources of information in-put, the Children's Bureau data categories would be included.

A two-part in-put document allowed for the new system to be phased in with minimal disruption to the ongoing work process. It was decided to record all cases referred, rather than only those assigned counselors as had been the practice through 1965. Cases would be coded when they received a disposition and entered weekly on computer records.

Additional work involved programming the processes necessary to handle the hundreds of scanner sheets. Procedures were designed for data storage, final record formats, summary sections, and sort/merge routines. Transfer routines--the merging of new scan records with the existing permanent file--were flexible enough to both update existing records and also create new data files.

These procedures allowed for IBM print-out of all referral records of youths receiving counseling services from 1962 through 1965, for research access, etc. Alphabetic and numeric listings of all known cases are now available. Programs are written to allow search, tabulation, and printing of data on 15,000 referrals, available in five minutes. In addition, 1966 data have been recorded and summary statistics are being produced for use in the Juvenile Department's Annual Report. By an earlier method, data processing for the report began as early as January in comparison to October.

Juvenile Department mailing lists have been converted to the gum label format. Mechanical production can create 1100 lines per minute. A future service possibility includes the return of information requests to administration or counseling staffs within one hour.

b) Juvenile Department Data Processing Program Effects. The products of this program allow quick access to the referral backlog and to records of twice as many youth (in 1966) as had been maintained the year before. The amount of information available on youth referred since 1966 is now doubled. All this can be accomplished with no increase in coding time. In fact, the coding error has been reduced from 15% under old methods, to three per cent.

The in-put document serves both the Juvenile Department and the U. S. Children's Bureau's needs, inasmuch as the organization has included this cross-agency transferability feature.

A number of tested out-put systems are in use for various programs, and a mailing list of the approximately 1300 juvenile departments in the United States and Canada can be quickly produced, representing a great reduction in clerical time.

Acceptance of this program was encouraged by including a counselor and a clerical staff member in its developing stages and by general staff orientation. As the system grows to meet future immediate needs, acceptance will increase. A Department representative will be able to phone a request to the Data Processing Center, giving the desired tape number and control procedures to the operator. Within one hour the information can be ready.

In summary, then, this program represents an attempt to modernize and improve Juvenile Court functioning in Lane County. It is felt that the system generated is not only efficient, but also will result in increased use of research data by the staff of the court. Certainly, answers can be given now to any number of complex questions which earlier were unanswerable.

D. Agency Program Conclusions

Overall, agency structures changed much more noticeably than did groups of individuals, by our measurements. The Juvenile Department has changed most by continuing the Case Aide Program as one of its services. In addition, the Data Processing Program is thoroughly interwoven into the fabric of the Department's structure. The Central Lane YM-YWCA, on the other hand, shows less definite changes. Its structural change occurred most during the program period. It now has communication channels and past experience upon which to guide future services for alienated youth. Currently, ten per cent of its youth membership cannot afford dues, but participation in Y programs is made possible through the extension of scholarships to disadvantaged youth. Another community change in agency structure is exemplified in the Eugene school system. It has accepted incorporation of a Case Aide-type service into the curriculum. Recently, funds have been reallocated to continue such services.

Lack of adequate funding prevented the original conception of overall agency programs from crystallizing fully into reality. Instead, some programs were funded at lower levels than anticipated, while other programs, again partially funded, represented only fractions of the initial encompassing plan for the area. As a result, integration between agency programs was not possible. Each program became a segment apart from the other, in most cases, linked only by a common sponsor's name.

Section 5

COMMUNITY DEVELOPMENT PROGRAMS

Section 5. Community Development Program

I. Program Rationale

The multitude of educational, employment training, and agency changes called for in the Lane County Youth Project proposal requires extensive support and cooperation within the target communities. Without wide-scale involvement of local residents, programs such as those envisioned could have, at best, limited impact. The task of developing this involvement was assigned to the Community Development Division of the Lane County Youth Project. Community development programs were seen as including community planning groups for inventorying community needs and the enlistment of community support and resources to carry these plans to fruition. Youth development programs were seen as including leadership development, youth employment services, recreation, or special interest programs for exclusive segments of youth.

A. Rationale for Community Development Program

The role of the community in youth study and delinquency prevention is best explained in this paragraph from the original proposal:

> The community as an entity must receive attention in any program of youth development. This social setting encompasses an elaborate social structure integrated around property, government, health, law and recreation. The complex interaction of these social functions represents the context in which youth behavior occurs.

A highly diversified community development program structure was envisioned which would allow for maximum involvement of community leaders and resource people, with the representation of all socio-economic levels being crucial. Involvement of the unaffiliated segments of the community was necessary to know their needs. Of equal importance was the involvement of the affiliated, since they were in positions of importance in the local community and little change could be effected without their understanding or participation.

B. Rationale for Youth Development Programs. The peer culture of troubled and troublesome youth operates in a general community setting, rather than within specific institutional spheres. Many have given up their institutional contacts or do not participate in institutional affairs. Hence, they have become invisible to the agencies of the community--until some anti-social act brings those institutions to bear on their lives. In order to reach into communities and make contact with the invisible and alienated participants in this deviant youth subculture, the youth development strategy called for youth workers to function in the natural setting of the community. Activities envisioned for this program involved recreation, employment, and counseling by a youth worker.

C. Objectives

To achieve the ends sought of community development, and to assure the transferability of Project ideas to each community, the following goals were delineated as objectives to be attained:

1. Staff Community Development Offices: The proposed staffing pattern was to include a Chief of the Community Development Division, and a Community Services Coordinator and Community Youth Worker in each of the three demonstration areas.

2. Public Information: To aid public understanding of the Lane County Youth Project and related programs affecting the community, considerable effort was to be expended towards public information activities. To achieve these ends, working relationships were to be established with local representatives of the press; speaking engagements arranged for presentations to local civic, fraternal, church, and service groups; and individual contacts made with local leaders and lay people.

3. Involvement of Alienated and Disadvantaged Youth and Adults: Several techniques were to be introduced to achieve initial contacts with the alienated and disadvantaged: informal contacts made on the streets in the demonstration communities; contact made through the schools; contacts made through the youth enrolled in the Educational

Program classes; and contacts made through formal introductions from friends of the disadvantaged.

4. Improvement of the Economic Base in the Demonstration Areas: This feature of Community Development involved the organizing of civic groups and local citizenry into committees with the expressed purpose of initiating community economic development.

5. Improvement of Vocational and Employment Opportunities: This phase of the program involved finding and developing meaningful employment opportunities for disadvantaged youth. It was to provide an opportunity for other members of the community to become involved in the problems of youth.

6. Improving Education Opportunities for Disadvantaged Youth: Community resources were to be developed to expand educational opportunities, especially to pre-school-age children. These resources include forming committees, and recruiting youth and adults to the resulting programs.

7. Improving Recreational Opportunities in the Demonstration Areas: Noting that the disadvantaged youth are "locked out" of recreation activities because of financial limitations, availability of programs, or discrimination, programs were devised to provide for these boys and girls. The programs embraced the same philosophy as other recreational programs, but were made specifically available to the disadvantaged youth.

8. Broaden Cultural Growth Opportunities for Disadvantaged Youth: The goals of this particular objective were embodied in many of the other programs evolving from the previous goals. However, a number of specific events were to be arranged which could be labeled as culturally broadening.

9. Improve Home and Family Living Resources, Abilities, and Practices: This phase of the program involved home resources to be used to help the disadvantaged learn to help themselves. The program would involve community volunteers.

II. Program Implementation

The implementation of a program of community development in the Lane County Youth Project was initiated during the fall of 1964. Community development programs, as was the case elsewhere, were restricted because of the relatively small amount of funds available. The Community Development implementation plan provided for one Community Services Coordinator in each of the demonstration communities. His responsibility was to develop and implement programs in community planning, citizen participation, and leadership development. This person had to make many contacts with different social classes and with community groups and leaders, with the express purpose of encouraging participation in community planning groups and community services groups. This person also had to make contacts with institutions and agencies to gain their cooperation in community endeavors. By acting as a consultant to working groups, the Coordinator could lend direction to committee work and supply information and resources when needed.

The program itself became a joint effort of the Youth Project and the Oregon State Cooperative Extension Service. The staffing of the program consisted of a Chief of Community Development for administration, and (1) in South Eugene one community service coordinator and one community youth worker, (2) in Junction City one community services coordinator, one community youth worker, and one home and family life coordinator, (3) in Oakridge one community services coordinator who also functioned as the community youth worker.

1. South Eugene. The Community Development Program in South Eugene was started in March, 1965, and lasted through September 1966. The following are some of the programs carried on by the South Eugene Community Services Coordinator:

    a. Establishment of a Eugene Planning Committee, a group which was concerned with economic planning and community development.

    b. Development of Community Volunteer Office, which aided in the creation of increased awareness of the need for volunteers in the community.

c. Improvement of Educational Opportunities, through such activities as the formation of a Eugene Pre-school Education Committee which helped promote kindergarten and Head Start programs.

2. Junction City. The Community Development program in Junction City was initiated in August, 1964, and ended in December, 1966. A Home and Family Education Coordinator was added to the staff in February, 1965. Activities in this area included:

a. Formation of a Junction City Study Committee, a group of twenty-five local citizens who were organized to discuss community problems.

b. Organization of a Volunteer Family Visitor Program, consisting of individuals who aided disadvantaged families in obtaining surplus foods, furniture, and medical care.

c. Improvement of Local Educational Opportunities, by such actions as organizing a local committee that was instrumental in the implementation of a Head Start program.

d. Improvement of Home Living Resources, Abilities, and Practices, by organizing classes in such activities as sewing and home management.

3. Oakridge. The Oakridge Community Development Program was begun in January, 1965, and continued until September, 1966. In this area, the community services coordinator (who also served as the community youth worker) engaged in the following kinds of activities:

a. Formation of an Oakridge Community Committee, to study local community problems.

b. Organization of Community Health Council, to deal with emerging problems of community health.

c. Development of Community Bus Service, as part of the effort to expand local recreational facilities available for youth (a particular problem in remote areas).

d. Involvement in the Annexation of Willamette City, an important step in improving the economic base of the community of Oakridge.

To carry out the goals of the Youth Development Program each demonstration area was to be provided with a Community Youth Worker. The goal of these workers was to provide counseling in the alienated youth's own locale. The workers would identify, contact, and engage these youth in education, recreation, and employment programs. The Program operated on a basis similar to the urban detached worker. The alienated youth are detached from institutions, agencies, and family and depend heavily on their peer relations. An effort had to be made to reach out to these youngsters. Since they would not likely come to the Program--which would be viewed much like any other institutional function--these youth had to be met on their own grounds.

1. South Eugene: The community of South Eugene had four different Community Youth Workers over the Program's two years of operation. Program started in September, 1964, and ended in November, 1966. During this period, the following programs were carried out:

a. Improvement of Recreational Opportunities: A Teen Activity Night Program sponsored by the Eugene Department of Parks and Recreation was having low participation. With permission, the Community Youth Worker began involving disadvantaged and delinquent youth in practice basketball. Seventy-four boys were soon participating. Twenty-nine had been contacted by the Youth Worker, and the other forty-five had been informed by their friends or by Recreation personnel.

b. Monroe Center Fun Night Activities: Though this was primarily a Eugene Parks and Recreation activity, the Youth Worker was able to involve disadvantaged youth. From fifteen to twenty-five boys participated at different times.

c. Rock 'n' Roll Band: In February, 1965 a band was formed consisting of four boys. They have played for a number of local dances and on several occasions have fulfilled out-of-town engagements.

d. Special Outdoor Outings: During the summer and early fall of last year, several overnight trips in the Three Sisters Wilderness Area were taken, involving a limited number of boys and, in one case, some of the boys' parents.

e. Mechanics Groups: A building was offered by the Parks and Recreation Department upon request, that would be suitable for a shop where boys could work on their cars. Instruction in both shop safety and auto repair was offered.

2. Junction City: The function of the Youth Worker in this demonstration area was the same as for South Eugene. This phase of the Program began in September, 1964, and continued until October, 1966. The post was filled by two different people in that time. The activities here included:

a. Girls Service Club: This club was started to provide a focus of interest for girls who could not relate to Girl Scouts or the local 4-H club. It was geared to Junior High School youngsters.

b. Summer Recreation: A survey in the local high school established the need for playground and recreational activities during the summer. The Youth Worker organized the program and the Business and Professional Women's Club supplied funds and schools supplied facilities from 9 o'clock to 12 o'clock for younger children while older children and adults used the facilities from 4:30 to 9:00 p.m. One hundred and fourteen youth and thirty-six adults were registered in the Program. Thirty-eight had seldom participated in community activities.

c. Basketball: Because youth engaged in the after-school program were interested in challenging other youth, four basketball teams were formed. During the season, 18 games were played. Forty-four youth and fourteen adults were involved. Subsequently, the Jaycees took the responsibility for sponsorship.

d. Softball: Participants in the after-school activity also participated in competitive baseball. Several teams were formed involving forty-nine youth and twenty-two adults.

e. Junction City Car Club: This program involved both youth and adults in the community. The advisor was a local mechanic, known and respected. The Club provided both a socialization and a learning experience for the boys.

f. Youth Advisory Jury: The advisory jury was selected and organized to help local judges with juvenile traffic offenders. On recommendation of the Junction City Youth Council, the jury was made up of one high school graduate under twenty-one years of age but still living in the community, one high school dropout, and one youth making average grades in high school. Eighteen different youth advised on twelve cases.

g. Youth Employment Service: Objective 5 stipulates the Program was to help find employment for disadvantaged youth. A Youth Employment Service Center was established where youth and employers could register. This center was staffed by adult volunteers. During the summer of 1965, forty-three jobs were found for the seventy registered youngsters.

3. Oakridge: In this community the Youth Worker and the Community Services Coordinator were the same person. The following are some of the programs carried out in this demonstration area:

a. Oakridge Youth Council: A hand-picked group of seemingly interested youth represented all socio-economic levels of the community. They decided that a youth council was not needed in their community.

b. Activity Nights: The youth in the Lane County Youth Project Education Class approached the Youth Worker to determine what they could do during their leisure in the evenings. Permission to use the school gymnasium was granted. Soon other youth began participating, involving in- and out-of-school problem youth with non-problem youth as well. Participants in the evening activity ranged from twenty-five to forty youth. This program expanded to a point where one of the elementary teachers requested the school be opened a second night, doubling the activity time.

c. Softball: The disadvantaged youth took readily to the softball program. The Youth Worker arranged for facilities and equipment. The boys played other local teams, and became a team in the Men's Summer Softball League. They had the sponsorship of a local restaurant, and played two evenings a week in the adult men's league. Seventeen youth participated in this program.

d. Slot Car Racing: With the help of the Youth Worker and several technically qualified adults, the youth built themselves a slot-car track. From twenty-five to seventy youth participated weekly. The lack of space and the competition from commercial slot car operations drew the boys from their project, the construction of a new and larger track. Many hours of activity and fun were provided, however.

e. Other Recreation: Occasional parties were arranged by the Youth Worker as the interests of the youth dictated. Up to twelve youth at a time participated in these activities. These parties have involved some planning by youth in every instance. Special activities involving groups of problem and potential problem youth have been presented periodically. These include trips to college athletic events, trips to Eugene for slot car racing, trips to other demonstration areas for athletic events, sledding, water skiing, and occasional target shooting. In other instances, individual recreational activities have been part of the process to engage, council, and/or stimulate interest and participation in group activities.

III. Program Evaluation

A major component of the evaluation of the Community Development Program was based on sample surveys of residents in each of the three demonstration areas. For comparison purposes, a sample was also drawn in each of the quasi-control areas.

A. Summary of Possible Program Effects in Oakridge

The survey data suggest that the following effects may have been created by the program in Oakridge:

1. An increase in the concern and involvement of working-class residents in city and school matters.
2. An increase in concern and some involvement in city affairs which appeared to cut across class lines.
3. The increased willingness to support better city services through taxes that occurred at every class level.
4. A pattern of negative response to educational programs that appears to characterize the middle class group.

5. Despite other patterns of increased support and in discussion of school affairs, in no class group did actual participation in school affairs increase over the two-year period. Any program effect in educational matters was somewhat indirect and did not come about through direct participation in a formalized school program.

B. Summary of Possible Program Effect in Junction City.

These data suggest the following conclusions regarding program effect in Junction City:

1. By and large, it does not appear that there has occurred a process which has served to generate strong community interest, involvement, and approval of the governmental and school issues viewed as important to the Lane County Youth Project. To be specific, there was across class lines no increase in interest, or in actual participation in either school or governmental affairs.

2. The one slight indication of possible program effect that emerged in the working-class was the pattern of increased discussion of school and government issues with family, friends, and officials. However slight this trend, it may be indicative of the initiation of an important process of community change which may take place in the future in this demonstration area.

C. Summary of Possible Program Effects in South Eugene.

The absence of meaningful social class groupings renders as useless an attempt to describe them separately; rather, the following conclusions seem to hold:

1. There has not been any significant increase in either interest or involvement in school issues during the course of this program in any of the social class groupings.

2. There is no consistent pattern of increased approval of school related issues, since across class lines two-thirds of the items show net decreases over time in item approval.

3. It does not appear that the program has materially improved the barganing position of the working-class group regarding school or municipal affairs.

4. The data would support the conclusion of some of the program staff that community development was difficult to achieve in an area like South Eugene which lacks a definition as a community in the minds and eyes of its

residents. Impressionistic data suggest that these residents do not see themselves as residing in a "South Eugene" community. The absence of such a definition makes it difficult indeed for a program to mobilize residents around community issues. It does appear that, for whatever reason, an overall pattern of increased interest, involvement, and approval of school or government issues is absent in the South Eugene demonstration area.

D. Summary of Possible Youth Program Effects.

Current information does not yield a clear interpretation of the effects of the youth development program. In two of the demonstration areas, Oakridge and Junction City, there was a decline in the rate of referrals to the juvenile court during the period of the program. Attaching this result to the program is difficult, however, since the comparison with matched quasi-control populations suggests the possibility that the apparent program effects might be accounted for by maturation rather than by program. On the other hand, in Oakridge at least, the earlier observed impact of the educational program can be interpreted along with these data, since many of the youngsters served by that program were also involved in the youth worker program. That is, the effect generated in the community was likely to be a joint result of the educational and youth worker programs.

E. Other Qualitative Effects.

These data, then, suggest the existence of community development program effects in Oakridge, some minimal effects among the working-class residents in Junction City, and little or no consistent effects in the South Eugene area. This information, of course, does not tell the total story of the community development efforts. Many of the changes brought about were in areas not specifically affecting schools or city government, and often a population was dealt with which would preclude the observation of program effect through a random sample of adults. Some illustrations of these program effects in each of the demonstration areas can serve to make the point:

1. In order to bring about the development of "awareness, concern, and support of community action programs," both Junction City and Eugene developed active civic action committees. The Eugene Community Planning Committee was a re-activated committee which had earlier been appointed by the Mayor of Eugene. This group played an active role in supporting the Eugene Community Center bond issue, which was passed May, 1966.

2. The attempt to bring about greater integration of youth was reflected in the Youth Councils established in Junction City and Eugene. In Eugene, Council youth and volunteers spent four Sundays cleaning the 16-acre Pioneer Cemetery which borders the University of Oregon campus. As direct result of this effort, the long neglected and previously unkept cemetery is now mowed and cleaned regularly by the community. The Junction City Youth Council formed, among other groups, a Youth Advisory Jury. As of October, 1966, 18 young persons had been heard on 12 traffic cases, and all decisions had been upheld. Another group, the Youth Employment Service, found jobs of various types for 70 young people during the summer of 1965.

3. An illustration of the achievement of economic development goals was observed in Oakridge regarding the annexation issue. A 15-year controversy regarding annexing the adjacent community of Willamette City was constructively organized into community acceptance by the Community Services Coordinator. The Mayor of Oakridge initiated contact with the Coordinator in August, 1965, and through active processes of community involvement and development, by October, 1966 the Willamette City area had voted affirmatively on the annexation issue.

4. The goal of assisting in "improving of vocational and employment opportunities for disadvantaged youth" has been partially achieved through the implementation of group work projects which have become institutionalized in Oakridge. In this community, the school has taken over responsibility for continuing the work study program in cooperation with local businesses.

5. When influential and active spokesmen for Community Development Programs are working within a community, the acceptance of these programs is increased. In the case of the Community School Program, two Project divisions--Educational Programs and Community Development--had staff members interested in this after-school recreational program allowing youth to use the school's gym and facilities. Their enthusiastic reactions motivated the acceptance of this program in Junction City. In addition, both Oakridge and South Eugene have adopted the Community School concept as a result of their contacts with Project personnel. These two areas have secured support funds under Title I (Elementary and Secondary Education Act), while Project HELP provides financial assistance in Junction City.

6. Of the three demonstration areas, residents of Junction City were perhaps most aroused by the closing of the Community Development Office, although Oakridge exhibited similar strong feelings. However, Junction City acted to create financial means to hire a man to continue Community Development Programs in their area. He is the local replacement for the Community Service Coordinator.

These kinds of effects are illustrative of the various kinds of impact a program of community development can have on a community. It is important to note, then, that the community survey design represents only part of the evaluation of the community development program, and that much of the "effect" of this, or any other, community development effort will be gauged one, two, and five years (or more) after the program itself has terminated.

Section 6

TRAINING PROGRAMS

Section 6. Training Division Programs

FOREWORD

The rural component and innovative nature of the Lane County Youth Project dictated the need for training of competent staff to work with non-urban based youth and their problems. Another purpose of this training program was to develop coordination of inter-agency efforts.

The development of the LCYP In-Service Training Program needs to be interpreted in the context of several major factors:

--The comprehensive training program as visualized in the original proposal was not funded.

--Though it was felt to be imperative that a Project of this nature have an In-Service Training Component from its inception, demonstration programs were in operation for one year without such a component, resulting in many fixed attitudes on the part of Project staff and Board, as well as the general public.

--Lack of centralized training activities during the first year resulted in duplication of efforts and lack of opportunity on the part of many new staff to conceptualize objectives of the total Project.

--The Training Proposal, when funded, included a scaled-down pattern having one training chief and an assistant, which definitely affected comprehensive training activities.

--The dynamic nature of the demonstration project itself, with its various interrelated programs, created a network of activities with the community and its agencies and organizations.

--The involvement of Lane County Youth Study Board as an OEO Community Action Agency made the Project more complex internally as well as in relation to the community.

--Limited training resources forced the Training Division to set priorities on its activities and utilize strategies that could affect a maximum number of people in its role of training, e.g., the Project staff, Lane County Youth Study Board members, and community agencies and organizations.

I. SUMMARY OF TRAINING DIVISION PROGRAMS

A. Historical Background and Rationale

The original proposal presented to the President's Committee on Juvenile Delinquency identified the primary training tasks anticipated by the Lane County Youth Project. It proposed a plan and staffing pattern to provide this training.

A centralized training program was designed to insure adequate training coverage, training content appropriate for the goals of the demonstration program, and maximum and most efficient use of training resources. Because of the nature of demonstration, training was to transcend institutional lines. Training efforts were to adjust to needs identified during the course of the demonstration programs as well as to those perceived in the beginning. For these and other reasons, primary responsibility for developing the comprehensive training plan and for implementing it was lodged in the Youth Study Project's original proposal in December, 1963. Training was linked functionally to cover Project operation and was to be sensitive both to overall program needs and to those of individual program segments.

The success of the demonstration programs was to be determined in large part by the efforts of Project and community agencies and organizations. These efforts, in turn, were to be the product of the motivation, knowledge, and skills possessed by these individuals. The size, importance, and cost of the demonstration programs were such that means for insuring a high quality of staff effort were critical.

Project efforts were to be geared toward recruitment of the most qualified personnel possible. The general shortage of trained personnel, the fact that such projects can give no assurance of long-term employment, and that recruitment of a large staff must be done quickly, all had a definite bearing on the characteristics of a staff that was to be assembled for Project operation.

The Project realized that even the best qualified personnel would require a heavy investment in staff training. Successful operation of the Project was to depend upon the clear understanding that Project and community agency and institution staffs would have about the demonstration plan, its underlying assumptions and its methods, as well as their possession of skills necessary to implement the program. Project operation foesaw need for staff from different disciplines as well as individuals from non-professional disciplines. Thus, it was necessary to provide training that would insure interdisciplinary effort in addition to cooperative and effective efforts between professionals and non-professionals.

Adequate staff training was imperative. Training in a project of this nature requires assembly of an entire staff for a complex operation on short notice. They were to face the task of quickly translating a written document into an operating program, but many of the skills were to be learned or their method of application adjusted to a different situation than that faced by staff before. Clarification of Project goals and development of the operational plan necessary to reach those goals were dependent upon efficient learning as well as teaching on the part of the staff at all levels.

The nature of the tasks dictated use of Project, community agency, and volunteer personnel. Varied staff training activities were to be shared by community agencies and institutions and the Youth Study Project.

B. The Training Tasks

The demonstration project as proposed for Lane County was similar to the creation of a new agency in the sense that a series of complex programs and tasks were to be initiated within a short period of time. This involvement of present staff, division heads, participating agency staff plus new staff employed for the Project, was essential.

Creation of a new program in a brief time period required heavy investment of administrative and training effort. The nature of the programs, the need to move quickly but with clarity and with certainty, and the fact that a relatively large group of new staff was to be involved at administrative and supervisory levels (in the early stages particularly) indicated that administration and training were to go hand-in-hand.

The elaboration of program goals, content, and methods contained in the programs gave many leads for identification of the training tasks. Following is a very brief description of the training tasks based on the then-projected program activities:

General orientation (to the Youth Study Project goals, programs, and methods) was necessary for all Project staff and for participating agency staff and volunteers. This training activity also included use of written materials supplemented through a variety of ways, including discussions, visits to demonstration areas, schools and agencies, and more specialized orientation by individual Project supervisors.

The special requirements of the demonstration programs and the characteristics of individuals who were to implement them indicated the need for "special emphasis" training. The new focus and new methods utilized in various demonstration program segments called for shifts in perspective, basic orientation, and methods.

The staff of each program had unique training needs. Educational personnel, particularly at the secondary level, needed help in accepting the worth of educational content and effort that does not lead to college entrance.

Youth employment personnel required special training in concepts and methods involved in the process of recruitment, testing, counseling, skills training, and job development. Special training was to be presented in new methods to attract and hold these youth in the Youth Employment Programs.

Social work personnel did, in a sense, have to be re-trained or oriented in their approaches in the broader environment.

The social worker's "psycho-social" approach implied a shift in emphasis from helping the individual to understand the psychological dimensions of his behavior to that of serving as "motivator," "broker," or "catalyst" in the individual's relationships with his broader environment. Training to acquire this orientation, as well as skill in applying such methods, was essential.

The nature of the problems and the small demonstration communities made imperative the adequate training of youth workers.

Special emphasis for orientation of staff and volunteers to the problems of disadvantaged families and youth was vital. Education, experience, and self-image combine to give many program staff and community volunteer people a "middle class bias" and a "middle class image." Training to develop understanding and overcome the barriers this bias and image created was to be the key to effective programs.

Training tasks were also identified in relation to the "demonstration" and "research" components of the Youth Study Project program. Project and agency personnel not familiar with research methods and requirements needed help in understanding the special problems and responsibilities imposed. Staff needed general orientation to the evaluation plan and to the general methods employed.

Research staff needed training to help translate the evaluation plan into action with a minimum dislocation of operating programs. They needed a high degree of familiarity with the goals and methods of each program.

Another expected training task was to help the "urban-oriented" staff understand implications of the orientation and image required to work with people in a rural or small city setting.

However, this comprehensive centralized training program did not materialize during the first year of the demonstration program because of lack of funds.

During the first year (January, 1964 through December, 1964) tasks were carried on by individual divisions as needs arose. Training activities during that time were not a systematic coordinated effort and the task became an additional burden on program chiefs and other Project staff.

As the Project continued to broaden its activities involving increasing numbers of professionals and non-professionals on all levels, the Project on September 15, 1964, submitted a proposal, "Development of the Inservice Training Program," to the U. S. Department of Health, Education, and Welfare, Office of Juvenile Delinquency and Youth Development.

The first year training grant was awarded for the period from March 17, 1965, through March 16, 1966, providing for a Training Chief and an Assistant but not for a formal evaluation. A second year of funding at the same level, covering the period from March 17, 1966, through February 28, 1967, was provided by including the Training Division as a component of the Juvenile Delinquency Demonstration Programs.

About midway through this in-service training program, in December, 1965, the Project received funding for the Family Service Program under Title II of the Economic Opportunity Act. This required additional training efforts addressed to poverty and its effects on families and youth.

The Training Division also saw a need for intensive training of staffs of community agencies and organizations and their exposure to youth problems. Evaluations of several training sessions indicated that Project staff too needed to be made more aware of problems of youth. On April 22, 1966, the Training Division of LCYP submitted a proposal to the Office of Juvenile Delinquency and Youth Development to train persons in community agencies and organizations in order that they might have a greater understanding of youths' problems. The proposal "Orientation to Youth Problems: A Community Training Program," was approved to run July 1, 1966 through June 30, 1967.

The Training Division submitted a proposal to the Office of Law Enforcement Assistance, U. S. Department of Justice, on November 28, 1966, which was funded in early January of 1967. This proposal, "Training Materials Development Project," will capitalize on the training experiences of LCYP and will develop and disseminate materials and techniques providing vital assistance to persons working in correctional settings.

Another proposal, an Inter-Agency Community Training Proposal, to assist in the transference of LCYP Research and Demonstration Programs to the local, state, and regional community agencies and organizations, is pending with the Office of Juvenile Delinquency and Youth Development, U. S. Department of Health, Education, and Welfare.

II. DEVELOPMENT OF THE INSERVICE TRAINING PROGRAM

The rural component and innovative nature of the Lane County Youth Project dictated the need for training of competent staff to work with non-urban based youth and their problems. Another purpose of this training program was to develop coordination of inter-agency efforts.

To obtain a clear picture of what the staff of the Lane County Youth Project felt were their training needs, the Training Division solicited an assessment from each Division Chief. Each chief discussed with his particular staff areas where training was needed, along with suggestions for meeting this need. The resulting material was examined and codified into a systematic training program. Out of the expressed needs of staff (many of which were in accordance with the original training proposal) was developed a Master Training Plan for Lane County Youth Project staff development. The plan consisted of two sections: Section I for staff orientation to the Lane County Youth Project, and Section II for long-range plans for staff development, covering in depth many of the subjects touched upon in the orientation program.

The Training Division began the implementation of the Training Plan with an Executive Staff Retreat, which afforded an opportunity for Division Chiefs to discuss issues facing the administration of the Project. Prior to the Retreat, ideas of specific topics to be discussed were submitted to the Training Chief. The common theme among these topics was "the roles of Project Directors and Chiefs in policy and decision-making processes." An outside group leader moderated the discussion. The first Retreat was productive and had the following impact upon the Lane County Youth Project:

1. Subsequent Executive Staff meetings became more meaningful and productive, providing more effective administration of the Lane County Youth Project.
2. New administrative models for the Project were considered and a committee was formed to continue investigation of this problem.
3. Division Chiefs acquired more efficient communicating skills, helping progress within the Project.

After this Retreat, outside demands began to occupy the Training staff. Due to the innovative nature of the Lane County Youth Project and its visibility in the community, local agencies and organizations continually requested orientations to the Project and a firsthand look at Project programs. Previous to the funding of the Training Proposal, these demands were met by various staff members, but at best this provided only a piecemeal look at the Project. With the advent of the Training Division the Project could better meet its obligation to respond to outside requests. Consequently the Training Division began to organize Project Orientation Programs for different agencies, organizations, and groups. These sessions were aimed at increasing community understanding of the Project and bringing together community persons and project staff, which resulted in an increased staff awareness of community attitudes towards youth.

For the past four years, the Training Chief has been Director of the Juvenile Court Summer Institute. This is a one-week Institute for juvenile court workers, agency staffs, school personnel, and staff in related fields and is co-sponsored by the Oregon Juvenile Court Judges Association and the University of Oregon. This training program is attended by a number of Lane County Youth Project staff, many of whom have participated as speakers, panel members, and workshop leaders. Several of Lane County Youth Project's programs have been featured in the Field Observations, Panel Presentations, and Workshops.

As a result of the funding of the Family Service Program under Title II of the Economic Opportunity Act, new staff were involved in orientation sessions in which background of the Lane County Youth Project was presented. Through these sessions the training staff was able to assess future training needs of the new Family Service Program staff. Training sessions became essential to the operation of the Project and in assisting new staff to identify Project objectives and goals. As LCYP grew in size and acquired new physical facilities for programs, orientation to the total Project became a principal task of the Training Division.

Follow-up sessions held after the initial training orientation called for a great deal of staff planning. For example, prior to the Family Service Program Staff Training Institute, several meetings were held with staff and training consultants. Training consultants used in this session were trouble-prone youth and a group of mothers receiving welfare aid. It was necessary to meet on numerous occasions to assist them in identifying their training roles and how best to present what they had to say. The institute was evaluated by means of a questionnaire and by subjective comparisons of staff attitudes before and several months after the training.

Throughout the Training Program, LCYP staff was involved in outside training programs whenever appropriate. The Training Division provided funds for the staff to attend other training sessions within the community cooperating with such sessions as the "Poverty Conference" held at the University of Oregon. When staff attended these outside sessions they submitted evaluations of the experience to the Training Division and shared what they had learned with other staff members. In this way the Lane County Youth Project was utilizing the resources of the community as well as sharing knowledge about the Project to the community.

With Economic Opportunity Act funding, the Lane County Youth Study Board acquired new members, many of whom were sketchily informed about the Project, its youth programs, and its connection with the Office of Economic Opportunity and the Office of Juvenile Delinquency. The Training Division planned and conducted periodic training sessions for the Board members, including an orientation to the various Project programs. Subsequent sessions included Board members and Project staff in a series of discussion groups designed to acquaint new Board members with the programs and goals of the Board and Project and also to serve as a progress report for the older Board members. One of the major objectives of these sessions was to assist the Board members in interpreting LCYP to the community. Another objective was to increase the Board's willingness to accept federal money for program support when appropriate.

The Training Division coordinated and Lane County Youth Study Board sponsored a two-part community-wide informational program, "The Face of Poverty in Lane County." This program was designed to sensitize the community to the problems and solutions surrounding poverty. The program used the skills of low-income family members in panel presentations, and Board members served as moderators, narrators of slide presentations, etc. The conference attracted over 1,300 community citizens.

In addition, with the limited resources available, the Training Division has attempted to provide general orientation for community agencies, organizations, such as local school district teachers and counselors, WICHE students, VISTA trainees, League of Women Voters, Junior League, and many others.

The Training Division was aware that training sessions alone would not meet all the needs of staff and that a large variety of reading material was to be collected and made available. Through the Division, a Staff Library, consisting of over a thousand catalogued items, including books, journals, abstracts, reports, etc., was organized. The Training Division further assumed the responsibility of becoming the publications center for the Project. The latest publications in the areas of youth problems and poverty were acquired, catalogued, and disseminated to staff. The Project regularly subscribed to over twenty professional journals enabling the staff to keep abreast of the latest developments in their respective fields.

The development of the Training Program was influenced by many factors not present at the time the grant was awarded. The Inservice Training Program has had to move in directions dictated by the Project program changes and expanding needs of the staff.

III. EVALUATION

Inasmuch as no formal evaluation was funded, the impact of training activities on the Lane County Youth Project, its Board, and the general community could not be formally evaluated. Only a limited amount of Program Analyst's time was provided from the Agency Programs Division for questionnaire design and data analyses. These analyses provided feedback materials from a sample of In-Service Training sessions and assisted in necessary modification and redesigning of training programs so as to meet constantly changing needs of staff.

IV. RELATED TRAINING ACTIVITIES

A. Training Library

The Lane County Youth Project Library has been incorporated into the Training Division and functions as a meaningful component of staff training. Material is catalogued in a systematic manner. The Training Division is responsible for ordering books and journals so that the latest material on youth problems, poverty, and other relevant subjects can be readily available to the Lane County Youth Project staff.

B. Procedures Manual

The Training Division designed a Procedures Manual for all staff which includes information on:

--Administrative Procedures
--Personnel Policies
--Travel Forms and Policies
--Insurance Provisions
--Purchase Procedures
--Other Related Material

C. Training Materials

1. Abstracts. Journals, books, and articles coming into the library were first reviewed by the Training Division. Pertinent abstracts were made and distributed to staff. Book reviews where appropriate were made and distributed.

2. Write-up of Training Sessions. Each Training Session was evaluated, formally or informally, and a complete write-up made when possible.

3. Tapes. The Training Division taped all training sessions and maintained a tape library for use by staff. Most tapes, except those of confidential nature, were available for the edification of all staff.

4. Resource Development.

a) Proposal development and consultation with the Office of Juvenile Delinquency and Youth Development resulted in a 12-month training grant ($59,602 with a provision for a 6-month extension) beginning July 1, 1966.

The grant is being used for an experimental training program entitled "Orientation to Youth Problems: A Community Training Program," which will train persons in community agencies and organizations in order that they might have a greater understanding of problems and needs of the community's young people.

The Training Division has employed young people to be Youth Consultants to service agencies, civic organizations, industry, business, school boards and administrators, and Lane County Youth Project staff, all of whom need to be concerned with youth problems. These consultants represent both those youth who have delinquency records, those from minority groups, the school dropout, and in-school alienated youth. Training will alert community institutions to what youth and their problems are and will encourage them to effect change so as to create new opportunities for all youth.

b) Developed and submitted to the Law Enforcement Assistance Office, U. S. Department of Justice, the "Training Materials Development Project" proposal. It was approved and will be funded from May 1 to August 31, 1967, for the development of training materials for correctional personnel, particularly for those in rural-small city areas.

c) Developed and submitted to the Office of Juvenile Delinquency and Youth Development the "Community Implementation of Youth Development Programs in Rural Small-City America: An Inter-Agency Community Training Proposal." It is to conduct a one-year training program designed to disseminate Project findings in a manner to inspire the development of LCYP-type programs demonstrated to be effective in the alleviation of the problems of alienated youth and their families. The proposal now is pending.

D. Community Related Activities

1. Participation in Western Interstate Commission for Higher Education planning meeting for staff service training for Oregon correctional personnel.

2. Provision of audio-visual aid and technical training assistance to numerous Community Action Programs.

3. Participation by Training Chief in the Northwest Regional Conference of the Child Welfare League of America Workshop, "Utilization of Pre-Professional Manpower."

4. Other:

   a) Lane County Community Health Council
   (Training Chief, member, Board of Directors)

   b) Mental Health Survey (Training Chief, Co-chairman)

   Study which included an assessment of mental health services, resources, and needs in Lane County. The study committee included 80 professional and lay citizens who spent one year in gathering material on which to base their recommendations to the Health Council.

   c) Buckley House Study (Training Chief, Chairman)
   Alcoholic residential treatment facility

Section 7

PROGRAM CONCLUSIONS

Section 7. Program Conclusions

The Lane County Youth Project was in existence for a period of four and one-half years. A number of things were learned during that period with respect to ways of conducting a program for youth development, what the substance of such a program should be, and the pitfalls to be aware of and avoided in future programs of this nature.

A. Program Coherence and Project Funding

One major conclusion that flows from the experience of the Lane County Youth Project concerns program coherence and project funding. Comprehensive action programs require such coherence in the organization of components and of a theoretical frame of reference. Communities should not be subjected to the stresses and strains that have resulted from the kind of funding model the Youth Project was required to follow during its lifetime. The original plan was simple, and provided for program integrity and coherence. First, the community was to receive funds for a planning period from the Office of Juvenile Delinquency. If the developed plan was acceptable to the Office, funds would be forthcoming for a three-year demonstration period.

When the Office of Juvenile Delinquency accepted the plan but provided only partial funding, it created a set of conditions which constantly threatened the cohesiveness of the Project. From the program aspect, it was extremely difficult to maintain the coherence of the original proposal when different federal agencies had to be dealt with in order to obtain funds. The perspective desired by the Office of Juvenile Delinquency was not necessarily shared by other funding agencies, either public or private. The process of proposal writing required, then, that the ideas be "doctored" to meet expectations of these other agencies if funds were to be granted. For example, in some instances funds were available only for program methods, or for purposes somewhat different from the original plan. Even if the process of "assumption tinkering" were successful (and often it was not), it then raised the problem of integrating the program into the originally specified theoretical frame.

Further, there were a host of resulting problems. The administration of funds can provide a simple illustration. Each of the agencies had different sets of requirements and regulations. Funding dates were different. Financial accountability rules varied. Groundrules for acceptable grantee share financial contributions differed. The accumulation of these seemingly trivial administrative details made it exceedingly difficult for administrators to direct their programs. Often they posed more serious problems than were apparent. Program planning was short-term or shifted as the funding bases changed.

It also follows that program suffered as a consequence in the area of hiring and retaining personnel. Since the program and its continuity depended upon the granting of a number of interrelated proposals, proposals whose probability of funding could not be specified, administrators were placed in awkward positions both with respect to hiring and retention of personnel. It is to be expected that a prospective or current employee will be concerned with a number of questions, two of the important ones being: "What will I be doing?" and "How long will the job last?" Uncertain answers to these questions take their toll in rejected offers and progressively thinning ranks of employees.

An elaborate research design had been developed. The original funding requested was the amount deemed necessary to develop and test the multitude of variables which impinged on the given demonstration problem. Lowered funding required that the research be pursued at a level which excluded many of these variables and seriously jeopardized the exploration of others.

Further, the award of the reduced grant began the project and posed an immediate and additional problem for the research staff. Rather than putting the evaluation plan into action at the very beginning, it had to be redesigned and modified with programs already operating. The award of funds signaled the start of Project programs which were then deemed to be going, while simultaneously the research design was still undergoing modification. This procedure was deleterious since the redesign of research procedures was not simply a consideration of having a study with less of everything. Instead, it required reworking of the research design and forcing the decisions as to what parts of the Program were to be retained and what were to be dropped without the necessary pre-study to determine what effects these cuts would have in the total research picture. Obviously, Program effects were generated for which adequate procedures had not been developed. This resulted in the creation of unanswerable hypotheses when analyses finally took place.

For funding agencies, and for other communities, a recommendation does present itself from these observations. The coherence and integrity of a project cannot be maintained without a sound plan of financing the Project. This plan should provide: (1) assurance of funding for the full demonstration period, and (2) funding either from a single source or from sources of program goal and method compatibility. Unless funding is guaranteed, the drain on staff time and program orientation is enormous. In the long run, the demonstration components that emerge are mere tarnished and bent replicas of the initial ideas that excited the community and led to the undertaking of this large scale effort.

B. Some Observations Regarding Program Orientation.

The important conclusions of the Project, of course, have to do with the substance of youth problems and community programming. The problems of alienated youth, adjustment of rural and small city adolescents to a radically changing world including the work world, and the problem of rural and small communities in an urbanizing era noted in the original proposal, are still present. Experience offers convincing evidence that large-scale efforts are needed, efforts which are broad enough to encompass the variety of factors which generate these problems, yet coordinated into a comprehensive plan to assure maximum impact of individual efforts. The complexity of these problems will require a number of different approaches, including:

a. Approaches that recognize that some problems result from pathology unique to the individual, thus requiring individual service programs;

b. Approaches that recognize that some of the problems result from lack of adequate preparation for legitimate occupational roles, thus creating the need for both education and youth employment training programs;

c. Approaches that recognize that some problems result from a perception of powerlessness engendered by community systems which systematically exclude some individuals from decisions affecting their own welfare, creating the need for community development programs which have as a focus the opening of community decision-making mechanisms;

d. Approaches that recognize that some of the problems of youth alienation are a direct result of the shape and function of dominant community institutions, especially the school, which tend to generate and sustain patterns of youthful deviance. Youth Project research suggests that youthful deviance is closely related to a wide and pervasive pattern of school alienation. Programs designed to lessen youth alienation can be of little impact unless they contend with the changes required in the educational and employment institutions surrounding youth in the world of today.

The experience of the past few years of the Lane County Youth Project leads us to conclude that these above approaches need to be interwoven and that the result should include the following foci:

1. Focus on adequate planning. The present program derived much benefit from the eighteen-month planning period that preceded the three-year demonstration period. Although eighteen months seems generous, the planning period was all too short for the complex tasks of research and the all important cooperative community planning. Comprehensive demonstrations should not be undertaken without an adequate planning period. Such a planning period permits the time necessary to analyze both the general problem of youth alienation, and how that general problem is reflected in the specific setting of any given community. It permits careful analysis of the resources available to deal with the problem. It provides for the acquisition and training of staff before the program itself gets under way. These functions must be accomplished in any community action program to some degree, and it would appear more than worthwhile for communities to provide an adequate period for this explicit task.

2. Focus on Comprehensiveness. Programs directed at youth development will be most effective, experience would argue, if they have a comprehensive orientation. Any significant alteration of the situation of youth will require

efforts of more than any one agency. Youth are not the sole responsibility of the schools, of the employment services, of the community development agency, or of any other single agency. Efforts of these agencies must be coordinated within some comprehensive plan if the complex of economic and social control strategies are to have any significant impact. A commitment to such a plan is vital and the demonstration should be scaled down to a smaller program, if necessary, to permit such a commitment.

3. Focus on Reintegration. Both impressionistic experience and the data of the Lane County Youth Project argue for an approach for dealing with youth alienation which focuses on the reintegration of deviant adolescents. Most of the "natural" processes for dealing with youth whose behavior differs from accepted patterns have as their consequence the exclusion and stigmatization of the "offender." Institutional mechanisms must be created, then, which respond to the deviant in a way which binds him closer to the system, rather than casting him further from it. Such a program will need to deal with two kinds of interrelated issues: (1) development of techniques which permit the program to avoid the alienation process inherent in programs which stigmatize youth, and (2) elaboration of procedures which serve to reintegrate youth into the community institutions which naturally should involve them.

4. Focus on Change of Economic Institutions. Experience verified the initial concern of the Lane County Youth Project with the necessity of altering ways in which youth in general, and rural youth in particular, can meet the universal and often painful process of entering the world of work. This will require that specific attention be given to the educational and employment sectors of any community action program. A number of approaches should

include: (1) better holding power in school, and (2) more realistic work preparation through attitude change and skills development. An example of one important strategy for achieving such change has been sketched out by Pearl and Riessman in their book New Careers for the Poor.[1] They argue that since the greatest economic growth is in the professional fields of health, education and welfare, an appropriate method of dealing with poverty (and for our purposes, youth development) is to open new pathways to careers in these fields. New avenues to these careers are needed, of course, because entrance into these fields currently requires extensive professional training and at present this training is closed to the poor and to the alienated young person. Creation of "New Careers" positions, then, will require fundamental rearrangements of the educational and employment training systems. Nonetheless, such an alteration serves a dual purpose for programs of youth development. First, it presents a viable model for contending with the complex of occupational changes necessary if poor and alienated youth are to achieve some stability in a rapidly changing economic world. Second, the kinds of work, such as teacher aide, recreation aide, or social work aide, that can be entrance points to new careers serve to reverse the pattern of exclusion and stigmatization, i.e., they can provide the vehicle for reintegrating youth into the mainstream of community activity.

5. Focus on Training. Successful implementation of a comprehensive youth development program will require an extensive training effort. This training will have to be directed at a number of different tasks. It is to be expected that effort will be given to pre-service and in-service training. For professional personnel, comprehensive programs are broader than the specific

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[1] Pearl, Arthur, and Riessman, Frank, New Careers for the Poor, New York: The Free Press, 1965.

kinds of training most have received. Welfare, education, or recreational backgrounds will not, ordinarily, encompass the broad range of activities included within community action programs, so that training prior to entrance into the work role, as well as supportive training during the course of the program, will be required. Of special concern is the problem of project management in a social action program such as the Lane County Youth Project. The complex problems of administration, given the forces which constantly are buffeting community action programs, dictate appropriate training experiences. In this case, the training needs to be centered on such topics as the problems of assumption maintenance, the problems of community support and compliance, the responsibilities and strains of research and evaluation, and the role of proposal writing in the development of programs. For the professionals, especially those within a new careers program, training is required. For non-professionals within a new careers program, the pre-service and in-service training program takes on particular significance,since it is this training that will define the important steps along the pathway to a professional career. Our experience would argue that training will need to be oriented to other groups as well. Community leaders have difficulty in seeing the full complexity of a community action program. Supportive agency personnel often are pulled between the tradition of their agency and the demands of the comprehensive action program. Individuals from outside communities are interested in the transferability of the given program. All of these give further evidence of the need to build into any comprehensive community action program a strong and viable training component.

6. Focus on Community Development. An important assumption of this perspective is that the community setting is the appropriate environment for efforts to correct youthful misbehavior. In part, this assumption flows out of

the observations in the fields of sociology and psychology which support the assertion that it is in the "natural community" that important controls over individual behavior lie. Kobrin, for example, in describing the Chicago Area Project observed:

> It is a commonplace of sociological observation that the sources of control of conduct for the person lies in his natural social world. The rules and values having validity for the person are those which affect his daily nurturance, his place in primary groups, and his self-development. He is responsive as a person within the web of relationships in which his daily existence as a human being is embedded.[1]

It is, of course, the natural community that provides the setting within which the adjustment of the individual ultimately must be assessed. Empey and Rabow argue that this must be taken into account in the development of delinquency rehabilitation programs.

> ...must be forced to deal with the conflicts which the demands of conventional and delinquent systems place upon them. The resolution of such conflicts, either for or against further law violations, must ultimately involve a community decision. For that reason, a treatment program, in order to force realistic decision-making, can be most effective if it permits continued participation in the community as well as in the treatment process.[2]

In its work, the Lane County Youth Project has shared this assumption that the community is the setting most appropriate for programs of delinquency prevention and control. The problems of adult-youth alienation that emerge so pervasively in the demonstration communities ought to be dealt with in the community. A focus on community development, then, must rank as a significant part of any community action program, since it is within this program that the basic dimensions of community change become articulated and addressed.

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[1] Kobrin, Solomon, "The Chicago Area Project," The Sociology of Punishment and Correction, New York, John Wiley and Sons, Inc., 1962.

[2] Empey, La Mar T. and Rabow, Jerome, "Experiment in Delinquency Rehabilitation," American Sociological Review, New York, Row, Peterson and Company, 1961.

C. A Concluding Comment

Much has been learned as a result of the Lane County Youth Project effort. Some of the programs appear to have had beneficial effects on both the youth and the community, while others appear to have failed to bring about particularly significant changes. We must add that many of the hoped-for effects of the Project are not measurable in a quantifiable sense, and some effects can only be assessed after a period of years. Certainly, the experience of the past three and a half years of action program and the previous eighteen-month research and planning period has had a dramatic impact on the staff who participated in th programs. That experience will be carried with them and will be reflected in their future work, hopefully blending useful Project ideas with significant new ideas presently developing. The community, as well, has been affected in ways which are not easily measured at this point in time. Institutions have been engaged in new and different programs, present and future leaders have been involved in program processes, and there has been created the clear perception of the needs for specific kinds of programs for the youth of Lane County. Finally, in the community, among the staff, and in the general professional literature, a contribution has been made to the world of ideas. Programming to meet the problems of youth is difficult business, and significant and useful ideas are at a premium. The ultimate impact of the Lane County Youth Project will be judged by how well its apparent successes and failures become integrated into its demonstration communities as well as in the community of ideas regarding programs to meet the problems of rural and small city youths.

APPENDIX A.2(b)

TRAINING PROGRAM DESCRIPTION

FOREWORD

The rural component and innovative nature of the Lane County Youth Project dictated the need for training of competent staff to work with non-urban based youth and their problems. Another purpose of this training program was to develop coordination of inter-agency efforts.

The development of the LCYP In-Service Training Program needs to be interpreted in the context of several major factors:

--The comprehensive training program as visualized in the original proposal was not funded.

--Though it was felt to be imperative that a Project of this nature have an In-Service Training Component from its inception, demonstration programs were in operation for one year without such a component, resulting in many fixed attitudes on the part of Project staff and Board, as well as the general public.

--Lack of centralized training activities during the first year resulted in duplication of efforts and lack of opportunity on the part of many new staff to conceptualize objectives of the total Project.

--The Training Proposal, when funded, included a scaled-down pattern having one training chief and an assistant, which definitely affected comprehensive training activities.

--The dynamic nature of the demonstration project itself, with its various interrelated programs, created a network of activities with the community and its agencies and organizations.

--The involvement of Lane County Youth Study Board as an OEO Community Action Agency made the Project more complex internally as well as in relation to the community.

--Limited training resources forced the Training Division to set priorities on its activities and utilize strategies that could affect a maximum number of people in its role of training, e.g., the Project staff, Lane County Youth Study Board members, and community agencies and organizations.

TRAINING PROGRAMS

SECTION I: INTRODUCTION

A. HISTORICAL BACKGROUND AND RATIONALE

The original proposal presented to the President's Committee on Juvenile Delinquency identified the primary training tasks anticipated by the Lane County Youth Project. It proposed a plan and staffing pattern to provide this training.

A centralized training program was designed to insure adequate training coverage, training content appropriate for the goals of the demonstration program, and maximum and most efficient use of training resources. Because of the nature of demonstration, training was to transcend institutional lines. Training efforts were to adjust to needs identified during the course of the demonstration programs as well as to those perceived in the beginning. For these and other reasons, primary responsibility for developing the comprehensive training plan and for implementing it was lodged in the Youth Study Project's original proposal in December, 1963. Training was linked functionally to cover Project operation and was to be sensitive both to overall program needs and to those of individual program segments.

The success of the demonstration programs was to be determined in large part by the efforts of Project and community agencies and organizations. These efforts, in turn, were to be the product of the motivation, knowledge, and skills possessed by these individuals. The size, importance, and cost of the demonstration programs were such that means for insuring a high quality of staff effort were critical.

Project efforts were to be geared toward recruitment of the most qualified personnel possible. The general shortage of trained personnel, the fact that such projects can give an assurance of long-term employment, and that recruitment of a large staff must be done quickly, all had a definite bearing on the characteristics of a staff that was to be assembled for Project operation. The Project did anticipate major effort being spent on recruitment and selection of personnel as soon as Project financial support was obtained.

The Project realized that even the best qualified personnel would require a heavy investment in staff training. Successful operation of the Project was to depend upon the clear understanding that Project and community agency and institution staffs would have about the demonstration plan, its underlying assumptions and its methods, as well as their possession of skills necessary to implement the program. Project operation foresaw need for staff from different disciplines as well as individuals from non-professional disciplines. Thus, it was necessary to provide training that would insure interdisciplinary effort in addition to cooperative and effective efforts between professionals and non-professionals.

Adequate staff training was imperative. Training in a project of this nature requires assembly of an entire staff for a complex operation on short notice. They were to face the task of quickly translating a written document into an operating program, but many of the skills were to be learned or their method of application adjusted to a different situation than that faced by staff before. Clarification of Project goals and development of the operational plan necessary to reach those goals were dependent upon efficient learning as well as teaching on the part of the staff at all levels.

The nature of the tasks dictated use of Project, community agency, and volunteer personnel. Varied staff training activities were to be shared by community agencies and institutions and the Youth Study Project.

B. THE TRAINING TASKS

The demonstration project as proposed for Lane County was similar to the creation of a new agency in the sense that a series of complex programs and tasks were to be initiated within a short period of time. This involvement of present staff, division heads, participating agency staff plus new staff employed for the Project, was essential.

Creation of a new program in a brief time period required heavy investment of administrative and training effort. The nature of the programs, the need to move quickly but with clarity and certainty, and the fact that a relatively large group of new staff was to be involved at administrative and supervisory levels (in the early stages particularly) indicated that administration and training were to go hand-in-hand.

The elaboration of program goals, content, and methods contained in the programs gave many leads for identification of the training tasks. Following is a very brief description of the training tasks based on the then-projected program activities:

General orientation (to all Youth Study Project goals, programs, and methods) was necessary for all Project staff and for participating agency staff and volunteers. This training activity also included use of written materials supplemented through a variety of ways, including discussions, visits to demonstration areas, school and agencies, and more specialized orientation by individual Project supervisors.

The special requirements of the demonstration programs and the characteristics of individuals who were to implement them indicated the need for "special emphasis" training. The new focus and new methods utilized in various demonstration program segments called for shifts in perspective, basic orientation, and methods.

The staff of each program had unique training needs. Educational personnel, particularly at the secondary level, needed help in accepting the worth of educational content and effort that does not lead to college entrance.

Youth employment personnel required special training in concepts and methods involved in the process of recruitment, testing, counseling, skills training, and job development. Special training was to be presented in new methods to attract and hold these youth in the Youth Employment Programs.

Social work personnel, employed as members of the LCYP programs utilizing social work staff, did, in a sense, have to be re-trained or oriented in their approaches in the broader environment.

The social worker's "psycho-social" approach implied a shift in emphasis from helping the individual to understand the psychological dimensions of his behavior to that of serving as "motivator," "broker," or "catalyst" in the individual's relationships with his broader environment. Training to acquire this orientation, as well as skill in applying such methods, was essential.

The nature of the problems and the small demonstration communities made imperative the adequate training of local residents who were to be used as youth workers.

Special emphasis for orientation of staff and volunteers to the problems of disadvantaged families and youth was vital. Education, experience, and self-image combine to give many program staff and community volunteer people a "middle class bias" and "middle class image." Training to develop understanding and overcome the barriers this bias and image created was to be the key to effective programs.

Training tasks were also identified in relation to the "demonstration" and "research" components of the Youth Study Project program. Project and agency personnel not familiar with research methods and requirements needed help in understanding the special problems and responsibilities imposed. Staff needed general orientation to the evaluation plan and to the general methods employed.

Research staff needed training to help translate the evaluation plan into action with a minimum dislocation of operating programs. They needed a high degree of familiarity with the goals and methods of each program.

Another expected training task was to help the "urban-oriented" staff understand implications of the orientation and image required to work with people in a rural or small city setting.

However, this comprehensive centralized training program did not materialize during the first year of the demonstration program because of lack of funds.

During the first year (January, 1964 through December, 1964) tasks were carried on by individual divisions as needs arose. Training activities during that time were not a systematic coordinated effort and the task became an additional burden on program chiefs and other Project staff.

As the Project continued to broaden its activities involving increasing numbers of professionals and non-professionals on all levels, the Project on September 15, 1964, submitted a proposal, "Development of the Inservice Training Program," to the U. S. Department of Health, Education, and Welfare, Office of Juvenile Delinquency and Youth Development.

The first year training grant was awarded for the period from March 17, 1965, through March 16, 1966, providing for a Training Chief and an Assistant but not for a formal evaluation. A second year of funding at the same level, covering the period from March 17, 1966, through February 28, 1967, was provided by including the Training Division as a component of the Juvenile Delinquency Demonstration Programs.

About midway through this in-service training program, in December, 1965, the Project received funding for the Family Service Program under Title II of the Economic Opportunity Act. This required additional training efforts addressed to poverty and its effects on families and youth.

The Training Division also saw a need for intensive training of staffs of community agencies and organizations and their exposure to youth problems. Evaluations of several training sessions indicated that Project staff too needed to be made more aware of problems of youth. On April 22, 1966, the Training Division of LCYP submitted a proposal to the Office of Juvenile Delinquency and Youth Development to train persons in community agencies and organizations in order that they might have a greater understanding of youths' problems. The proposal "Orientation to Youth Problems: A Community Training Program," was approved to run July 1st, 1966, through June 30, 1967.

The Training Division has also submitted a proposal to the Office of Law Enforcement Assistance, U. S. Department of Justice, on November 28, 1966, which was funded in May 1967.

This proposal, "Training Materials Development Project," will capitalize on the training experiences of LCYP and will develop and disseminate materials and techniques providing vital assistance to persons working in correctional fields.

SECTION II: DEVELOPMENT OF THE INSERVICE TRAINING PROGRAM

March 17, 1965 through March 16, 1966

The rural component and innovative nature of the Lane County Youth Project dictated the need for training of competent staff to work with non-urban based youth and their problems. Another purpose of this training program was to develop coordination of inter-agency efforts.

The development of the Lane County Youth Project Inservice Training Program from its inception to its completion can be categorized in the following five areas:

1. An assessment of staff training needs and the development of the training plan.
2. Implementation of the training plan, including pre-training and post-training sessions.
3. Trainee attitudinal changes.
4. Concepts and methods that have been institutionalized.
5. Projections for future training programs.

To obtain a clear picture of what the staff of the Lane County Youth Project felt were their training needs, the Training Division solicited an assessment from each Division Chief. Each chief discussed with his particular staff areas where training was needed along with suggestions for meeting this need. The resulting material was examined and codified into a systematic training program. Out of the expressed needs of staff (many of which were in accordance with the original training proposal) was developed a Master Training Plan for Lane County Youth Project staff development. The plan consisted of two sections: Section I for staff orientation to the Lane County Youth Project, and Section II for long-range plans for staff development, covering in depth many of the subjects touched upon in the orientation program. (See Appendix A-II-a L.C.Y.P. Final Report Appendices PPS. 7.A.1-7.A.13)

The Training Division began the implementation of the Training Plan with an Executive Staff Retreat, which afforded an opportunity for Division Chiefs to discuss issues facing the administration of the Project. Prior to the Retreat, ideas of specific topics to be discussed were submitted to the Training Chief. The common theme among these topics was "the roles of Project Directors and Chiefs in policy and decision-making processes." An outside group leader moderated the discussion. The first Retreat was very productive and had the following impact upon the Lane County Youth Project:

1. Subsequent Executive Staff meetings became more meaningful and productive, providing more effective administration of the Lane County Youth Project.
2. New administrative models for the Project were considered and a committee was formed to continue investigation of this problem.
3. Division Chiefs acquired more efficient communicating skills, helping progress within the Project.

After this Retreat, outside demands began to occupy the Training staff. Due to the innovative nature of the Lane County Youth Project and its visibility in a small community, local agencies and organizations continually requested orientations to the Project and a firsthand look at Project programs. Previous to the funding of the Training Proposal, these demands were met by various staff members, but at best this provided only a piecemeal look at the Project. With the advent of the Training Division the Project could better meet its obligation to respond to outside requests. Consequently the Training Division began to organize Project Orientation Programs for different agencies and organizations and individual groups. Training sessions proved to be very informative and well worth while. Not only did they increase community understanding of the Project, but they brought together community persons and project staff, resulting in an increased staff awareness of community attitudes toward youth.

For the past four years, the Training Chief has been Director of the Juvenile Court Summer Institute. This is a one-week Institute for juvenile court workers, agency staffs, school personnel, and staff in related fields and is co-sponsored by the Oregon Juvenile Court Judges Association and the University of Oregon. This training program is attended by a number of Lane County Youth Project staff, many of whom have participated as speakers, panel members, and workshop leaders. The theme of the August, 1965 Institute was "The Impact of Innovative Correctional Treatment." Several of Lane County Youth Project's programs were featured in the Field Observation of the Institute and the Training Division later published "Proceedings" of the Institute.

As a result of the funding of the Family Service Program under Title II of the Economic Opportunity Act, new staff were involved in orientation sessions in which background of the Lane County Youth Project was presented. Through these sessions the training staff was able to assess future training needs of the new Family Service Program staff. Training sessions became essential to the operation of the Project and in assisting new staff to identify Project objectives and goals. As LCYP grew in size and acquired new physical facilities for programs, orientation to the total Project became a principal task of the Training Division.

Follow-up sessions held after the initial training orientation called for a great deal of staff planning. For example, prior to the Family Service Program Staff Training Institute, several meetings were held with staff and training consultants. Training consultants used in this session were trouble-prone youth and a group of mothers receive welfare aid. It was necessary to meet on numerous occasions to assist them in identifying their training roles and how best to present what they had to say. The institute was evaluated by means of a questionnaire and by subjective comparisons of staff attitudes before and several months after the training.

Throughout the year, LCYP staff was involved in outside training programs whenever appropriate. The Training Division provided funds for the staff to attend other training sessions within the community, cooperating with such sessions as the "Poverty Conference" held at the University of Oregon. When staff attended these outside sessions they submitted evaluations of the experience to the Training Division and shared what they had learned with other staff members. In this way the Lane County Youth Project was utilizing the resources of the community as well as dispensing knowledge about the Project to the community.

With Economic Opportunity Act funding, the Lane County Youth Study Board acquired new members, many of whom were sketchily informed about the Project, its youth programs, and its connection with the Office of Economic Opportunity and the Office of Juvenile Delinquency. The Training Division planned two training sessions for the Board members, the first being an orientation to the various Project programs. A subsequent session included Board members and Project staff in a series of discussion groups designed to acquaint new Board members with the programs and goals of the Board and Project; it also served as a progress report for the older Board members. A major objective of these sessions was to assist the Board members in interpreting LCYP to the community. Another objective was to increase the Board's willingness to accept federal money for program support when appropriate.

The Training Division was aware that training sessions alone would not meet all the needs of staff and that a large variety of reading material was to be collected and made available. Through the Division, a Staff Library, consisting of over a thousand catalogued items, including books, journals, abstracts, reports, etc., was organized. The Training Division further assumed the responsibility of becoming the publications center for the Project. The latest publications in the areas of youth problems and poverty were acquired, catalogued, and disseminated to staff. The Project regularly subscribed to over twenty professional journals enabling the staff to keep abreast of the latest developments in their respective fields.

The development of the Training Program was influenced by many factors not present at the time the grant was awarded. The Inservice Training Program has had to move in directions dictated by the Project program changes and expanding needs of the staff.

CHAPTER II

COMMUNITY DEVELOPMENT SEMINAR

(Sponsored jointly by the Lane County Youth Project and Oregon State University Cooperative Extension Service)

DATES: March 15-16, 1965

TYPE OF TRAINEE: LCYP Community Service Coordinators, LCYP Community Youth Workers, LCYP YM-YWCA Youth Workers, State Extension Agents.

NUMBER OF TRAINEES: 35

OBJECTIVES: The goal of this training session was a two-day seminar where ideas and opinions were shared and where some understanding about the following topics was to be developed:

- -- Public relations or public information programs
  How to identify "publics" or clientele
- -- Leadership Development
  Lower socio-economic groups (men, women, youth)
- -- How to identify, locate, and contact disadvantaged youth
- -- Understanding the culture and values of disadvantaged families (needs, interests, concerns, resources)
- -- What specific educational methods and techniques could be most successful in reaching and motivating disadvantaged youth
- -- How to select, train, and supervise community volunteers
- -- How to implement a Community Development program
- -- Role of the Community Service Coordinator
- -- Role of the Community Youth Worker

TRAINING CONSULTANTS:
Neil Raudabaugh
Assistant Director
Extension Research and Training
Federal Extension Service USDA

Edgar Reeves
Program Leader, 4-H and Youth Development
Federal Extension Service USDA

RESOURCE PARTICIPANTS:

Burton Berger
State Extension Agent
O.S.U. Cooperative Extension Service

Edgar Brewer
Project Director
Lane County Youth Project

Harry Clark
Chief, Community Development
Lane County Youth Project

Wilma Heinzelman
Home and Family Educational Coordinator
O.S.U. Cooperative Extension Service

Dale Hoecker
Junction City Community Service Coordinator
Lane County Youth Project

John Koval
Chief, Research Operations
Lane County Youth Project

Richard McDevitt
EOA Program Development Coordinator
Lane County Youth Project

Kenneth Polk
Research Director
Lane County Youth Project

D. R. Rinehart
Chief, Training Division
Lane County Youth Project

Seymour Rosenthal
Training Consultant
Office of Juvenile Delinquency and
Youth Development
Washington, D.C.

CONTENT AND PRESENTATION:

The training session was a combination lecture and discussion presentation. As the group was too large to encourage much interaction, it was divided into three smaller groups for discussion.

Content of the two-day seminar follows:

MARCH 15

-- Introduction

-- "Basic Assumptions of LCYP," Kenneth Polk

-- Discussion

-- "Nature of the Population," John Koval

-- Discussion

-- "Community Development," Edgar Reeves and Neil Raudabaugh

-- "Methods and Techniques in Reaching Disadvantaged Youth"
Discussion Groups: 1. Burton Berger;
2. Richard McDevitt; and 3. Wilma Heinzelman

MARCH 16

-- "Implementing a Community Development Program"
Panel: Edgar Brewer, Neil Raudabaugh, Ed Reeves
Moderator: Harry Clark

-- Discussion groups

-- Panel Summary

-- "Where Do We Go From Here?" Seymour Rosenthal and D. R. Rinehart, Ed Reeves and Neil Raudabaugh

EVALUATION:

This seminar provided the opportunity for staffs of the Lane County Youth Project and the Federal Extension Service to discuss mutual concerns for serving youth and for community development. Much discussion was generated and the participants left with a greater understanding of the respective agencies involved and with new ideas about working with youth.

There was no formal evaluation.

SEMINAR ON VOLUNTEER SERVICES

DATES: May 10 and 11, 1965

TYPE OF TRAINEE: First day: professional staff from community agencies which use or are planning Volunteer Services. Second day: volunteers who serve various community agencies.

NUMBER OF TRAINEES: 54

OBJECTIVES:

1. To achieve greater understanding of the value, development, and use of Volunteer programs for children and families
2. To increase understanding of the needs and problems of Volunteers
3. To teach agency executives and Volunteer leaders how to utilize and work more effectively with Volunteers
4. To provide suggestions, ideas, and resource materials for the development of a community-wide Volunteer Services through a Central Volunteer Bureau

TRAINING CONSULTANT:

Miss Helaine Todd, Consultant
Bureau of Family Services
U.S. Department of Health, Education, and Welfare
Washington, D.C.

CONTENT AND PRESENTATION: The first day of the Seminar involved numbers of agency staffs. Content covered the following points:

1. Capacities in which Volunteers serve:
   - A. Administrative Responsibilities
     - 1) On boards (advisory or policy-making)
     - 2) On board committees
   - B. Objectives to reach others and to help themselves
     - 1) Self-help Volunteers serve to improve their own skills or to promote their own interests
     - 2) Supporting groups; resources

2. Developing Volunteer Services

3. Identification of the role of the professional worker and that of the Volunteer:

    A. What kind of service does a Volunteer give?

        1) Complementary: equal but different skills;

        2) Supplementary: aiding someone, makes it possible to add to an agency services it hasn't had before; helps agency operate without employed staff needed in other capacities.

4. Organizing Volunteer Services

    1) Define services Volunteers will give
    2) Establish a Volunteer Committee which sets standards for Volunteer performance
    3) Recruitment
    4) Training
    5) Recognition
    6) Evaluation

The second day's content was much the same with presentation varying slightly from the didactic approach used the first day to a discussion/seminar approach.

EVALUATION:

Selected representative participants were asked to give their evaluation of the two-day Seminar based upon the following points: content, presentation, and group leader. The results of their evaluation showed:

1. Content could have been covered more thoroughly, particularly Volunteer-professional relationship and training of Volunteers.

2. Group leader had control of the situation and could have allowed more discussion.

3. Content covered some new concepts and approaches to problems which altered agency staff's way of thinking.

4. The variety of experiences with Volunteers by the different agencies represented resulted in the beginning presentation being geared to a more elementary level than was necessary or useful.

SUMMARY:

A workshop seminar for both Volunteers and professionals is an innovative feature for this community. The group leader, Miss Todd, was capable of speaking well to both audiences. With a Seminar of this type, where an outside leader is brought in, it would work more smoothly if the leader were advised in some detail of the various levels of sophistication the different agencies have achieved in working with Volunteers, as well as the various experience levels of the different Volunteers.

EXECUTIVE STAFF RETREAT

DATES: June 25-26, 1965

TYPE OF TRAINEE: The Executive Staff of the Lane County Youth Project

NUMBER OF TRAINEES: 12

OBJECTIVES: To discuss and, hopefully, to resolve administrative issues currently facing the Lane County Youth Project

TRAINING CONSULTANT:
Dr. Gordon Hearn, Dean
School of Social Work
Portland State College

CONTENT AND PRESENTATION: The two-day retreat was conducted on an informal discussion group basis. Dr. Hearn acted as group leader to facilitate the discussion, and Carolina Conn was content recorder. Most of the following points were covered:

1. Essential roles in the group process.
2. How profitable are the Executive Staff meetings; how can they be made more meaningful and productive?
    - What is appropriate for decision-making by Executive Staff?
    - Does Executive Staff decide on what issues a determination is to be made?
    - Democratic model *vs*. authoritarian model.
    - Importance of discussion of major program components by Executive Staff.
    - Minutes taken at Executive Staff meetings that do not reflect what was said.
    - What is the function of the Executive Staff?
    - How much time to be spent in group meetings *vs*. direct service work?
    - Need for defining roles in Executive Staff.

3. Defining the levels of responsibility and authority among Project Directors and Project Chiefs; where does an individual have authority?

4. How program transferability is being implemented.

    a) Long-range vs. short-range changes.

    b) Total program transfer vs. parts of program transfer.

    c) How to edify visitors interested in transferability.

5. Ease of communication; understanding how communication can function through the group process and how this effects staff.

6. Discussion and agreement on the roles of research and programs, such as responsibility for the planning and implementation of research, and by whom.

7. What are the appropriate methods for administration and staff organization for this type of project? Should different models from those currently being followed be considered?

EVALUATION: No formal evaluation of the retreat was made.

ORIENTATION FOR WICHE STUDENTS
(Western Interstate Commission for Higher Education)

DATES: June 29 and July 2, 1965

TYPE OF TRAINEE: Selected college students having summer field placements in social service agencies.

NUMBER OF TRAINEES: 4

OBJECTIVES: To provide these WICHE students orientation to the Lane County Youth Project

TRAINING CONSULTANT:
D. R. Rinehart
Training Chief
Lane County Youth Project

CONTENT AND PRESENTATION: A combination of lectures and discussion groups was used to give a general orientation to the Lane County Youth Project. Where possible, the students actually participated in program areas (i.e., in a group counseling session at the Employment Training Center).

This orientation provided these out-of-state students an opportunity to view what the Lane County Youth Project is doing. It also gave them a sample of some of the areas open to a social worker.

EVALUATION: No formal evaluation was made.

ORIENTATION FOR EUGENE PUBLIC SCHOOL COUNSELORS

DATES: June 30-July 1, 1967

TYPE OF TRAINEE: Junior and Senior High School Counselors

NUMBER OF TRAINEES: 8

OBJECTIVES: The Lane County Youth Project was asked by the Coordinator of Guidance and Counseling of the Eugene Public Schools to give an extensive Lane County Youth Project orientation to a group of school counselors, many of whom work from time to time with youth served by the Project.

TRAINING CONSULTANT:
D. R. Rinehart
Training Chief
Lane County Youth Project

CONTENT AND PRESENTATION: The first session included a general orientation to the Project and a visit to Junction City to observe the Community Development Programs situated there.

The second session provided opportunities for the counselors to talk to some of the youngsters involved in the Small Groups Program at the Central Lane YM-YWCA, and to observe group counseling sessions at the LCYP Employment Training Center.

EVALUATION: This training session provided an excellent opportunity for the Lane County Youth Project to present its goals to a group of community professionals who initially were not receptive to the goals and methods of the Project. Communication between the counselors and LCYP staff and youngsters helped the counselors better understand the total program. During the session it was possible to see prejudices of the counselors towards the Project fade and be replaced by an increased willingness to cooperate with the Project in pursuing mutual goals.

ORIENTATION FOR VISTA VOLUNTEERS

DATE:	August 24, 1965
TYPE OF TRAINEE:	VISTA Volunteers in training at the University of Oregon
NUMBER OF TRAINEES:	17
OBJECTIVES:	The Lane County Youth Project was asked to provide field placement training experience for approximately 17 VISTA volunteers. The Training Division supplied these volunteers with a one-day orientation to the Lane County Youth Project.
TRAINING CONSULTANTS:	D. R. Rinehart Training Chief Lane County Youth Project Carolina Conn Training Assistant Lane County Youth Project
RESOURCE PARTICIPANTS:	Martin Waechter Volunteer Coordinator, LCYP YM-YWCA Small Groups Program Larry Decker Community Youth Worker LCYP Larry Horyna Community Youth Worker LCYP Wayne Nierman Community Service Coordinator LCYP James Ross Community Youth Worker LCYP Robert Campbell, Chief Employment Training Center LCYP

George Rothbart
Director of Evaluation
Employment Training Center
LCYP

CONTENT AND PRESENTATION: Presentation was a combination of lectures and discussions. Content included a general project orientation and a close look at specific programs.

Before the VISTA workers could start field work, an orientation to LCYP was necessary. This session gave the workers some background on the program in which they would be participating.

EVALUATION: No formal evaluation was made.

JUVENILE COURT SUMMER INSTITUTE
(Eighth Annual Session)

Sponsored jointly by the Oregon Juvenile Court Judges Association and the University of Oregon and directed by the Training Division of the Lane County Youth Project.

DATES:	August 16-20, 1965
TYPE OF TRAINEE:	Juvenile Court Judges, Juvenile Probation Workers, Teachers, Youth Workers, Supervisory Personnel and LCYP Direct Service Staff, and Students.
NUMBER OF TRAINEES:	125 (20 LCYP staff)
OBJECTIVES:	The theme of this year's Institute was: "The Impact of Innovative Correctional Treatment" The objectives of the Institute were to offer a variety of experiences to the participants, including exposure to new developments in prevention programs, innovative treatment methods, and an opportunity to see different community programs in action.
TRAINING CONSULTANTS:	Director of Institute D. R. Rinehart Training Chief Lane County Youth Project Guest Speakers: Arthur Pearl Associate Director, Research Center for Youth & Community Studies Howard University Washington, D.C. Charles Brink Dean, School of Social Work University of Washington For names of workshop leaders, panel participants and resource specialists, see Juvenile Court Institute, 1965, Proceedings.

CONTENT AND PRESENTATION: DAY ONE

A.M.: "Laying for Whitey" -- opening address by Arthur Pearl (complete text or tape available). Dr. Pearl spoke about ways in which the poor and the alienated can contribute to society rather than be forced to be a constant and expensive drain upon it.

P.M.: Field Observations

(a) Eugene Police Department -- A tour of the Police Department, including booking procedures for juveniles and a discussion of police ethics in the handling of juvenile offenders.

(b) Lane County Juvenile Department -- a tour of the facilities of the Juvenile Department, including Skipworth Detention Home. A discussion of the program was held with particular emphasis on the use of volunteers in correctional treatment.

(c) Lane County Youth Project Employment Training Center -- This field observation involved a tour of the Employment Training Center, a discussion by staff as to the philosophy of the Center, and participant-observational experiences with groups of youth being served by the Center.

(d) Central Lane YM-YWCA -- This field observation was particularly concerned with the Small Groups Program. Participants were exposed to new ways of delinquency prevention and had the opportunity to talk to many of the young people then in the program.

DAY TWO

A.M.: Continuation of field observations

P.M.: Workshops -- These sessions provided the participants with the opportunity to discuss with one another their field observation experiences and the opening speech by Dr. Pearl.

DAY THREE

A.M.: Panel -- "Communication with Correctional Clients"

This panel, consisting of a young man previously delinquent and several agency persons with whom he has been in contact, enabled the participants to interact with a youth who has gone through the correctional process. The purpose of the panel was to learn from this young man the steps of his treatment and to examine what was "good" and "bad" about his experiences with correctional agencies.

DAY FOUR

A.M.: Workshop

P.M.: Workshop

Evening: "New Trends in Prevention of Social Problems" - Charles Brink

Content included correctional manpower needs and resources, community involvement, and new ways of utilizing volunteers from the client population.

DAY FIVE

A.M.: Evaluative Seminar

P.M.: Luncheon - Awarding of Certificates

EVALUATION:

No formal evaluation of the Institute was made. Feedback from the Evaluation Seminar seems to indicate that the participants felt the following things:

(a) The field observations were very worthwhile

(b) Workshops were at times too lengthy

(c) The panel was excellent, but there was not enough time provided for a thorough follow-up of it.

Published proceedings of the Institute will be available in January 1966. Copies of presentations, the main speeches, and panel discussions also are available.

Evaluation of the workshops was accomplished by means of a Workshop Feedback Questionnaire. (Results and instrument used are in Appendix B)

STAFF ORIENTATION

DATES:

Session I: September 13,14,15, 1965

Session II: October 4,5,6, 1965

Session III: January 5,6,7, 1966

TYPE OF TRAINEE:

September 13,14,15, 1965 (Session I):

These trainees were new Family Service Program staff, including Supervisors and Family Aides (non-professional positions).

October 4,5,6, 1965 (Session II):

These trainees were VISTA volunteers, new secretarial staff, and ETC trainee-counselors (former ETC trainees).

January 5,6,7, 1966 (Session III):

These trainees were Family Aides, secretarial staff, and Colgate University students.

NUMBER OF TRAINEES:

September 13,14,15, 1965: 20

October 4,5,6, 1965: 8

January 5,6,7, 1966: 12

OBJECTIVES:

To provide new staff with a basic understanding of the Lane County Youth Project. Designed to give staff enough information to enable them to begin on-the-job training.

TRAINING CONSULTANTS:

Edgar Brewer, Project Director
LCYP

D. R. Rinehart, Chief
Training Division, LCYP

Henry Douda, Manager
Business Services, LCYP

Kenneth Polk, Director
Research and Evaluation, LCYP

John Koval, Chief
Research Operations, LCYP

Harry Clark, Chief
Community Development Programs, LCYP

LeRoy Owens, Chief
Educational Programs, LCYP

Robert Campbell, Chief
Youth Employment Training Center, LCYP

CONTENT AND PRESENTATION:

The material in this section, to economize on time, was presented primarily by the lecture method.

Content of the sessions included:

(a) LCYP "Overview"

(b) Policies and Procedures

(c) Philosophy and Basic Assumptions of LCYP

(d) Role and Strategy of Research

(e) Community Development Programs

(f) Educational Programs

(g) Agency Programs

(h) Youth Employment Programs

(i) Economic Opportunity Programs

EVALUATION:

Evaluation of all sessions was conducted. (The evaluation instruments and complete results are found in Appendices C and D.)

As evident from the responses, suggestions and needs were many and various. All suggestions were carefully considered, and appropriate changes were made for the next phase of orientation.

FAMILY SERVICE PROGRAM STAFF TRAINING INSTITUTE
"SOLUTIONS TO SOCIAL PROBLEMS"

DATES:	October 25-27, 1965
TYPE OF TRAINEE:	Family Service Program staff, including supervisory staff, Family Aides (non-professional positions), and VISTA Volunteers assigned to Family Service Program.
NUMBER OF TRAINEES:	20
OBJECTIVES:	1. To provide staff with knowledge about and experiences of the target population. 2. To sensitize staff to the problems and needs of those they serve. 3. To deal with the feelings and attitudes of staff towards the target population. 4. To increase the self-awareness of each staff member. 5. To promote a commitment to the ideals of the Family Service Program. 6. To discuss program implications derived from material presented by the consultants.
TRAINING CONSULTANTS:	D. R. Rinehart, Chief Training Division LCYP Carolina Conn Training Assistant LCYP
RESOURCE PARTICIPANTS:	Bert Romo Research Analyst, FSP LCYP Richard Mitchell Family Aide, FSP LCYP Holly Parker Volunteer Coordinator, FSP LCYP

Drew Rudgear
Education Supervisor, FSP
LCYP

Dellimer Smith
Employment Supervisor, FSP
LCYP

Kenneth Viegas
Social Work Supervisor, FSP
LCYP

Martin Waechter
Volunteer Coordinator, LCYP
YM-YWCA Small Groups Program

Elizabeth Wright
Home Economist, FSP
LCYP

Odessa Alexander
Employment Training Center Trainee
LCYP

Myra Mattison
Employment Training Center Trainee
LCYP

Gary Musselman
Employment Training Center Trainee
LCYP

Robert Orr
Employment Training Center Trainee
LCYP

Philip Giles, Psychologist
Employment Training Center
LCYP

Robert Lee
Case Aide Coordinator
LCYP

Carolina Conn
Training Assistant
LCYP

Wauneta Reed
Consultant
Aid to Dependent Children Recipient

Alice Kendall
Consultant
Aid to Dependent Children Recipient

Vera Priest
Consultant
Aid to Dependent Children Recipient

May Courtright
Consultant
Aid to Dependent Children Recipient

CONTENT AND PRESENTATION: DAY ONE

A.M.:
- (a) Discussion of objectives of methods
- (b) "Using Products of Social Problems to Solve Social Problems" - Arthur Pearl (tape)
- (c) "Characteristics of Population to be Served" - Bert Romo, Research Analyst, FSP

P.M.: Case Presentation:

This session was presented by the FSP Supervisory Panel consisting of two Resource Development staff, Education Supervisor, Social Work Supervisor, Employment Supervisor, and Home Economist.

The panel presentation was designed to resemble the staffing process that takes place on the review of each case. This was primarily for the edification of the Family Aides who heretofore had been unaware of this process.

Assigned Reading: Training for New Careers
President's Committee on
Juvenile Delinquency and
Youth Development,
June, 1965

DAY TWO

A.M.: "Perspectives on Youth Problems"

This was a panel discussion presented by Youth Consultants, Inc., a group of Employment Center Trainees who offer their services as consultants on youth problems. The youths on this team, two boys and two girls, have histories of trouble with school, family, and/or society in general. The Training Division feels that young people such as these have a significant message for professional staff. They discussed problems of youths' experiences in school, home, and the community. The young men on this panel were particularly vocal and often openly hostile towards professional staff. Staff must learn to deal with this sort of hostility and apply their reactions when dealing with their own clients.

P.M.: Discussion Group

Staff was divided into three discussion groups. Care was taken in assignment to insure that each group be composed of an equal number of supervisors, Family Aides, and VISTA Volunteers. The purpose for this was to facilitate inter-agency communication.

This day's dicussion groups dealt with the feelings and attitudes of staff towards disadvantaged hostile youth.

DAY THREE

A.M.: "Perspectives on Economic Dependency"

This was a panel discussion presented by four women currently receiving Aid-to-Dependent Children. These women felt that they knew the problems and needs of women in similar positions and that they could relate their experiences to professionals. They also presented solutions to problems as well as program ideas. They touched upon subjects such as housing, surplus food, the A.D.C. "image," legal aid, prostitution, schools, welfare system, etc.

P.M.: Discussion Group

This discussion session covered the morning's panel presentation and summed up the three-day experience.

EVALUATION:

Formal evaluation of the training session was completed. (The evaluation instrument used and the complete results are found in Appendix D.)

Analysis of some of the evaluation results indicate the following things:

1. The majority of the staff of the Family Service Program agrees that it is important to use a positive approach with a family.
2. Most of the staff feel that it doesn't matter how much education or counseling skills a Family Aide has; what is important is his understanding of the problems of his families.
3. Two components of the training session should definitely be retained according to over one-half of the FSP staff. These are the Economic Dependency Consultants (ADC Mothers) and the First Day of Discussion Groups.
4. Two components should be dropped according to one-half or more of the staff: the Case Presentation and the Research Analyst's Description of the Population.
5. Three-fourths or more of the staff felt that group discussions met all four in-service training objectives at least to some degree.

The results of the evaluation gave the Training Division some idea of further staff training needs and new ways of presenting training to staff.

SYMPOSIUM ON "COURT TESTIMONY AND THE HELPING HAND"

DATE: November 3, 1965

TYPE OF TRAINEE: Social workers and selected Lane County Youth Project staff

NUMBER OF TRAINEES: 20

OBJECTIVES: The National Association of Social Workers sponsored a training session of Court Appearances. Lane County Youth Project Training Division was asked to coordinate efforts to send selected staff to this training session.

TRAINING CONSULTANTS:

Judge Edward Leavy
Lane County Circuit Court

Robert Johnson, M.D.
Eugene Psychiatrist

John Osburn
Eugene Attorney

CONTENT AND PRESENTATION: The range of topics included:

- The role of the staff member as a witness
- Privileged communication
- What a worker can expect from and can give to the Court

EVALUATION: Lane County Youth Project staff members who attended this training session were asked to submit comments on how the Training Division might follow up on the symposium. Comments included:

1. A suggestion that a supplemental speaker be brought in to review some of the ideas and things that were said at the symposium regarding legal services.

2. The role and responsibility of the helping professions (i.e., social work) in the current social issue of Civil Rights: Are needs being met on a local, state, and federal level? What improvements can be made?

3. What are professional ethics in multidisciplinary settings?

4. Suggestion that presentation be given by the Legal Aid Society.

5. Need for guidelines for workers about what to do when informed of a client's criminal act.

6. Presentation of series of "Day in Court" sessions.

SEMINAR ON "LAW FOR LAYMEN"

DATES: November 17 and 24, 1965

TYPE OF TRAINEE: LCYP Staff including Teacher-Counselors, Employment Counselors, Community Youth Workers

NUMBER OF TRAINEES: 21

OBJECTIVES: In conjunction with the Division of Continuing Education, the Training Division sent selected staff members to this seminar.

CONTENT AND PRESENTATION: Content was as follows:

Criminal Law (November 17)

Part I: "Constitutional Protection for the Accused"
Edward N. Fadeley, Attorney at Law

Part II: "The Prosecution"
William F. Frye, District Attorney for Lane County

The Family and the Law (November 24)

Part I: "Marriage, Annulment, Divorce, Adoption and Guardianship"
Jan A. Joseph, Attorney at Law

Part II: "Juvenile Law: Rights and Duties of Parents and Children"
Judge Richard Rodman, Circuit Court

EVALUATION: No formal evaluation was solicited.

SECRETARIAL TRAINING SESSION

DATE: November 16, 1965

TYPE OF TRAINEE: Secretarial staff of the Lane County Youth Project

NUMBER OF TRAINEES: 18

OBJECTIVES: To conduct a training session around the principles and methods of telephone communication.

TRAINING CONSULTANT: Miss Carol Woodcock
Pacific Northwest Bell

CONTENT AND PRESENTATION: Miss Woodcock presented a film on telephone etiquette, followed by group discussion.

EVALUATION: The secretaries attending the training session were given a follow-up questionnaire (see Appendix E). Some of the comments were:

-- "Too bad the Executive Staff wasn't required to attend."

-- "It got the point across that telephone courtesy is important."

-- "Good brush-up course."

ORIENTATION FOR LANE COUNTY YOUTH PROJECT BOARD MEMBERS

DATE: December 15, 1965

TYPE OF TRAINEE: Lane County Youth Study Board members and Directors

NUMBER OF TRAINEES: 24

OBJECTIVES: To acquaint both new and old LCYSB members and Directors to the goals, methods, and programs of the LCYP.

TRAINING CONSULTANT:
D. R. Rinehart, Chief
Training Division
LCYP

RESOURCE PARTICIPANTS:
Wesley G. Nicholson
President
Lane County Youth Study Board

Edgar Brewer
Project Director
LCYP

LeRoy Owens, Acting Chief
Education Programs
LCYP

James Merritt, Chief
Agency Programs
LCYP

Harry Clark, Chief
Community Development Programs
LCYP

Robert Campbell, Chief
Youth Employment Training
LCYP

Richard McDevitt
EOA Program Development Coordinator
LCYP

John Koval, Chief
Research Operations
LCYP

CONTENT AND PRESENTATION: A combination of lectures and discussion was used to provide a Project orientation and progress report to the Board members. Content of the orientation:

1. Greetings and introductions
2. Lane County Youth Project Overview
3. LCYP Programs
    - (a) Education
    - (b) Agency Services
    - (c) Community Development
    - (d) Youth Employment
4. Resource Development
5. Research and Evaluation
6. General Discussion

EVALUATION: There was no formal evaluation.

COLGATE SPECIAL STUDIES GROUP

DATES: January 3-28, 1966

TYPE OF TRAINEES: Four students from Colgate University (one junior, one sophomore, two freshmen).

OBJECTIVES: Colgate University (Hamilton, New York) sponsors a January Special Studies Project. This has been created as an interim between Fall and Spring semesters to give students an opportunity for independent work of a research or "field" nature. Four Colgate students from the Eugene area requested a month's field work with the Lane County Youth Project. The Training Division accepted the responsibility for setting up a program for the students. The program was designed to do the following:

(1) Present an orientation to Lane County Youth Project philosophy, objectives, and programs.

(2) Sensitize the students to the needs and problems of the LCYP target population.

(3) Give the students an opportunity for field placement work in Lane County Youth Project programs.

TRAINING STAFF:

D. R. Rinehart, Chief
Training Division
Lane County Youth Project

Carolina Conn
Training Assistant
Lane County Youth Project

Nicki Skotdal
Research Analyst
Lane County Youth Project

James Merritt, Chief
Agency Division
Lane County Youth Project

CONTENT:

Initially all the group were involved in a staff orientation program which afforded them the opportunity to learn about the Project and to interact with staff from Research and Program Divisions. In addition, the whole group was involved in participant-observational experiences at the Juvenile Court, Volunteer Case-Aide Program, YM-YWCA Group Program, and the Family Service Program. The group also met each Friday afternoon to critique their week's experience and to be involved in dialogue around points of interest such as racial prejudice, delinquency, etc.

One of the students was assigned to work with the Family Service Program particularly to study the administrative model of a new agency. The three other students were assigned to work on the evaluation of the "Y" Small Groups program. Their specific task was to develop an attitude questionnaire to be administered to the program participants.

The four students were assigned to do book critiques on the following books: In Defense of Youth, Earl C. Kelly; New Perspectives on Poverty, Arthur B. Shostak and William Gomber; Training for New Careers, President's Committee on Juvenile Delinquency and Youth Crime. The purpose of this assignment was to give the students an exposure to some current literature in the areas of delinquency and poverty and to give them an opportunity to respond to what they had read.

EVALUATION:

At the completion of the month's experience an Evaluation Seminar was held, at which time the students and the training staff evaluated their learning experience in terms of (a) task learning, and (b) intellectual broadening. General comments were:

(1) The Orientation Session with staff provided a good framework for subsequent experiences.

(2) Some of the field experiences could

have been better planned by program staff. The students felt they were not seeing the total program.

(3) The students felt that there was some breakdown of communication in planning, e.g. the Training Division should have obtained from each student before Project visit a resume of the "social" courses they had taken and an idea of their interests, strengths, and weaknesses.

(4) The students felt there was a need for constant reaffirmation of their roles and tasks.

"TROUBLED CHILD" WORKSHOP

DATE:	January 20-21, 1966
TYPE OF TRAINEE:	Manpower Training Coordinator Family Life Coordinator Family Aides Chief, Education Division Youth Employment Counselor Teacher - Counselor Home Economic Supervisor
NUMBER OF TRAINEES:	8
OBJECTIVES:	This workshop was sponsored by the University of Oregon School Psychological Services. The Training Division of the Lane County Youth Project was asked to coordinate efforts to send selected staff to this training session.
TRAINING CONSULTANTS:	George Donahue Assistant Superintendent of Schools Elmont, New York
	Kent Durfee, M.D. Child Psychiatrist Phoenix, Arizona
	Lee Brissey Professor of Education University of Oregon
	Peter Lewinsohn Assistant Professor of Psychology University of Oregon
	Kenneth Polk Assistant Professor of Sociology, U. of O. Director of Research Operations Lane County Youth Project
	Philip Runkel Professor of Psychology Assistant Director CASEA
	Harold Abel Professor of Education Director of School Psychological Services University of Oregon

Joy Gubser
Assistant Superintendent State Department
of Education
Oregon

Andrew Barger
Director of Education and Chief Psychologist
Division of Mental Health Board of Control
Oregon

Mrs. Gayle Laird
Classroom Teacher
Eugene Public Schools

Mrs. Floy Pepper
Residential School Teacher - Edgefield
Lodge, Oregon

Leif Ferdal
Psychologist
ECD, University of Oregon Medical School
Oregon

CONTENT AND PRESENTATION: The range of topics included:

- --Using volunteer "teacher moms" to work on a one-to-one basis in helping troubled children in schools.
- --The important role psychologists should play in schools.
- --How schools are failing to meet the needs of "regular" teachers vs. "specialists" in working with troubled children in the school setting.
- --The skills various agencies can use to help troubled children.
- --Descriptions by teachers of firsthand experiences in dealing with troubled children.

EVALUATION: No formal evaluation was made.

POVERTY: FOUR APPROACHES - FOUR SOLUTIONS

(A Conference Sponsored by the Associated Students of the University of Oregon)

DATES: January 27 and 28, 1966

TYPE OF TRAINEE: Attended by interested persons and students from the entire State. The Lane County Youth Project sent its total professional staff and all Board members who expressed the desire to attend.

NUMBER OF TRAINEES: A total of 92 LCYP Board and staff members attended this conference.

TRAINING CONSULTANTS:

Saul D. Alinsky
Executive Director
Industrial Areas Foundation

Robert J. Lampman
Professor of Economics
University of Wisconsin

Arthur Pearl
Professor of Education
University of Oregon

Robert Theobald
British Socio-Economist

CONTENT: Each speaker presented his particular approach to the problem of poverty. At the end of the conference, there was a panel debate among the four speakers. (Proceedings of this conference were published and are available from the Associated Students of the University of Oregon.)

EVALUATION: No formal evaluation of this conference was made. Feedback from staff, however, indicated that this conference was an excellent learning experience.

LANE COUNTY YOUTH STUDY BOARD TRAINING SESSION

DATE: February 3, 1966

TYPE OF TRAINEE: Lane County Youth Study Board members and Project staff members.

NUMBER OF TRAINEES: 55 Board members; 57 staff members

OBJECTIVES: To discuss Board and Project matters of group interest.

TRAINING STAFF: Coordinator:

D. R. Rinehart, Chief
Training Division
Lane County Youth Project

Discussion Group Leaders:

Kenneth Polk
Director of Research, LCYP

Harry Clark
Chief, Community Development, LCYP

Richard McDevitt
Coordinator, EOA Programs, LCYP

Carolina Conn
Training Assistant, LCYP

LeRoy Owens
Chief of Education Programs, LCYP

James Merritt
Chief of Agency Programs, LCYP

CONTENT: The session began with a brief review of some of the new Project programs, particularly those funded by the Office of Economic Opportunity. The group then broke up into small discussion groups composed of Board and staff members. In these groups Board and staff had the opportunity to become better acquainted and to discuss concerns of mutual interest. The group met as a whole again to ask questions of a panel composed of the Division Group Leaders.

EVALUATION: Board members felt more involved in the Project and staff became aware of the Board's feelings about programs and policies.

MEDICARE ALERT AIDES TRAINING WORKSHOP

DATE: February 15,16,17, 1966

TYPE OF TRAINEES: Persons 65 years or older who were employed to be Medicare Alert Aides for "OPERATION MEDICARE ALERT."

NUMBER OF TRAINEES: 40

OBJECTIVES: To present task-oriented knowledge to the Medicare Alert Aides.

TRAINING STAFF:

D. R. Rinehart, Chief
Training Division
Lane County Youth Project

Theo Allen, Director
OPERATION MEDICARE ALERT
Lane County Youth Project

Donald Madsen, Field Representative
Department of Social Security Administration

Alice Collins, Staff Executive
Community Council
Portland, Oregon

CONTENT: Topics covered were:

(1) Definitions of the Program
  New social security benefits under Medicare
  Objectives of Medicare

(2) Definitions of Medicare Aide Role and Function

(3) Methods and Techniques of Interviewing the Elderly
  --Defining the purpose of the interview
  --Maintaining the focus
  --Achieving the purpose
  --Developing a check-list to make sure that the purpose of the interview has been achieved.

EVALUATION: No evaluation was done.

RELATED TRAINING ACTIVITIES

TRAINING LIBRARY

The Lane County Youth Project Library has been incorporated into the Training Division and will function as a meaningful component of staff training. The library has been reorganized, and a circulation system has been designed. Material is catalogued in a systematic manner and a computer program used to provide a printout and cross-reference of all materials in the library. The Training Division is responsible for ordering books and journals so that the latest material on youth problems, poverty, and other relevant subjects can be readily available to the Lane County Youth Project staff. Explanation of current system is found in Appendix F.

PROCEDURES MANUAL

The Training Division designed a Procedures Manual for all staff which includes:

- Administrative Procedures
- Personnel Policies
- Travel Forms and Policies
- Insurance Provisions
- Purchase Procedures
- Other Related Material

TRAINING MATERIALS

1. Abstracts

   Journals, books, and articles coming into the library will first be reviewed by the Training Division. Pertinent abstracts will be made and distributed to staff. Book reviews where appropriate will be made and distributed.

2. Write-up of Training Sessions

   Each training session will be evaluated and a complete write-up made when possible.

3. Tapes

   The Training Division tapes all training sessions and maintains a tape library for use by staff. Most tapes, except those of confidential nature, are available for the edification of all staff.

SECTION IV: TRAINING PROGRAMS

TUTORIAL TRAINING ORIENTATION

DATES:	April 4, 1966
TYPE OF TRAINEE:	Remedial Reading Tutors
NUMBER OF TRAINEES:	20
OBJECTIVES:	To provide an orientation to Lane County Youth Project
TRAINING STAFF:	D. R. Rinehart, Chief, Training Division
CONTENT AND PRESENTATION:	A combination of lectures and discussions with the help of audio-visual aids

LCYP STAFF ORIENTATION

DATES: April 14-15, 1966

TYPE OF TRAINEE: LCYP new staff, NYC Trainees, and VISTA Volunteers

NUMBER OF TRAINEES: 19

OBJECTIVES: To provide new staff with basic understanding of LCYP

TRAINING STAFF:
D. R. Rinehart, Training Division Chief
R. E. McDevitt, Resource Development and E.O.A. Development Coordinator

CONTENT AND PRESENTATION: The material in this section, to economize on time, was presented primarily by the lecture method.

Content of the sessions included:

(a) LCYP "Overview"
(b) Policies and Procedures
(c) Philosophy and Basic Assumptions of LCYP
(d) Role and Strategy of Research
(e) Community Development Programs
(f) Educational Programs
(g) Agency Programs
(h) Youth Employment Programs
(i) Economic Opportunity Programs

EVALUATION: No formal evaluation was done

WORKSHOP AND DEMONSTRATION ON BASIC AND REMEDIAL EDUCATION

DATES: May 3, 1966

TYPE OF TRAINEE: Employment-related agencies' and institutions' personnel

NUMBER OF TRAINEES: 55

OBJECTIVES: To explore and demonstrate new techniques on remedial education

TRAINING STAFF:

Charles Fredrickson, Coordinator
Special Training Programs
Employment Training Center, LCYP

Stan Hushbeck, Area Education Supervisor
Valley Migrant League

LeRoy Owens, Chief
Educational Programs Division, LCYP

Alan Lundberg, Program Assistant
Training Division, LCYP

Drew Rudgear, Training Specialist
Employment Training Center, LCYP

CONTENT AND PRESENTATION: Through lectures, discussions, demonstrations, and panels.

(a) Purpose of Workshop
(b) Different approaches to serve the target youth
(c) Problems of potential dropouts
(d) Demonstrations by Lane Community College Adult Basic Education class and Employment Training Center Trainees
(e) Panel discussion

LCYP ORIENTATION FOR EUGENE
PUBLIC SCHOOL COUNSELORS

DATES: June 21-22, 1966

TYPE OF TRAINEE: Counselors

NUMBER OF TRAINEES: 8

OBJECTIVES: To provide Eugene school counselors with an extensive orientation to LCYP

TRAINING STAFF:
D. R. Rinehart, Chief, Training Division
Ken Viegas, Supervisor, Family Service Program
LeRoy Owens, Chief, Educational Programs Division
Harry Clark, Chief, Community Development Programs Division
Jim Lynch, Supervisor, NYC

CONTENT AND PRESENTATION: Seminar and lecture type presentation included:

(a) General Project Overview
(b) Educational Programs
(c) Community Development Programs
(d) Family Service Program
(e) Employment Training Center
(f) General Discussion

EVALUATION: (See Appendix H in separate supplement)

LCYP ORIENTATION FOR NEW STAFF

DATES: June 23-24, 1966

TYPE OF TRAINEE: Staff, NYC Trainees, and VISTA

NUMBER OF TRAINEES: 18

OBJECTIVES: To provide new staff with basic understanding of LCYP and its two inter-related programs on Juvenile Delinquency and poverty

TRAINING STAFF:
D. R. Rinehart, Chief, Training Division
R. E. McDevitt, Resource Development and E.O.A. Coordinator

CONTENT AND PRESENTATION: Through lectures, discussion, and the use of audio-visual and printed material, the group was presented with:

(a) LCYP's background as a Juvenile Delinquency Demonstration Project and its role as a Community Action Agency for anti-poverty programs for the county; philosophies behind these programs

(b) Orientation to Research and Program divisions

EVALUATION: No formal evaluation

6 OF 10

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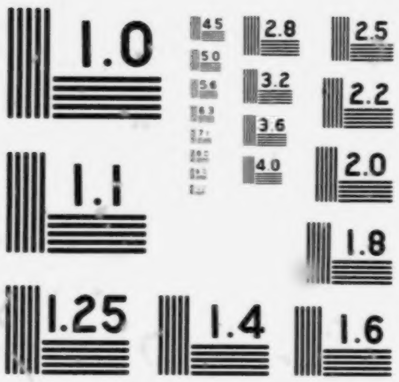
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MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963

COMMUNITY ORGANIZATION ACTION PROGRAM (COAP)

STAFF ORIENTATION

DATES:	July 8 and 11th, 1966
TYPE OF TRAINEE:	COAP Supervisor, Coordinators, Program-Aides and VISTA
NUMBER OF TRAINEES:	28
OBJECTIVES:	To provide an orientation to Lane County Youth Project, its dual role as Juvenile Delinquency Demonstration project and Community Action Agency (CAA)
TRAINING STAFF:	D. R. Rinehart, Chief, Training Division R. E. McDevitt, Resource Development and E.O.A. Coordinator
CONTENT AND PRESENTATION:	Lecture and discussion methods with printed material presentation included: (a) General Project orientation (b) Background on the role of LCYP as CAA (c) Educational Programs (d) Community Development Programs (e) Family Service Program (f) Employment Training Center (g) General Discussion
EVALUATION:	No formal evaluation

COAP STAFF IN-SERVICE TRAINING

DATES:	August 3, 1966
TYPE OF TRAINEE:	Program staff of COAP
NUMBER OF TRAINEES:	30
OBJECTIVES:	To provide Staff a better understanding of the goals of COAP in relation to LCYP
TRAINING STAFF:	Edgar Brewer, Project Director, LCYP D. R. Rinehart, Chief, Training Division R. E. McDevitt, Resource Development and E.O.A. Coordinator Kevin Collins, Program Supervisor, COAP Arthur Pearl, Professor of Education, University of Oregon Tom Wilson, Member, Metropolitan Steering Committee, Portland, Oregon (CAP Board)
CONTENT AND PRESENTATION:	Lecture and seminar presentation included: (a) Overview of LCYP (b) LCYP's relationship to COAP (c) Problems of low income families (d) The involvement of the poor in the planning and development of OEO programs (e) COAP Program activities
EVALUATION:	No formal evaluation

LCYP ORIENTATION OF VOLUNTEERS IN SERVICE TO AMERICA (VISTA)

DATES:	August 12, 1966
TYPE OF TRAINEE:	VISTA assigned to LCYP Programs
NUMBER OF TRAINEES:	18
TRAINING STAFF:	D. R. Rinehart, Chief, Training Division, LCYP
OBJECTIVES:	To provide orientation to LCYP goals and programs
CONTENT AND PRESENTATION:	(See other LCYP orientation sessions)
EVALUATION:	No formal evaluation

JUVENILE COURT SUMMER INSTITUTE

DATES:	August 15-19, 1966
TYPE OF TRAINEE:	Juvenile Court Judges, Directors and Probation Officers, Law Enforcement Personnel, School Counselors, Welfare Supervisors and Workers, University Students (graduate and undergraduate), and LCYP Staff
NUMBER OF TRAINEES:	160 (20 LCYP staff)
OBJECTIVES:	The theme of the Institute was "Priority Planning in Juvenile Corrections: A Design for Strategic Action." The main objective of the institute was to exchange and promote ideas and techniques concerning delinquency and corrections.
TRAINING STAFF:	Director of Institute, D. R. Rinehart, Chief, Training Division, LCYP
SPEAKERS:	William T. Adams, Associate Director, Joint Commission on Correctional Manpower and Training - Washington, D. C. Hon. Ralph M. Holman, Oregon Supreme Court Justice - Salem Hon. D. L. Penhollow, President, Oregon Juvenile Court Judges Association George Randall, Director, Oregon Division of Corrections - Salem
SYMPOSIUM PARTICIPANTS:	F. Gordon Cottrell, Attorney at Law - Eugene Robert H. Fraser, Attorney at Law - Eugene James L. Hershner, Attorney at Law - Eugene V. K. Jensen, Director, Field Placement Program, Center for Social Service Training, University of Oregon Hon. Edward Leavy, Circuit Court Judge, Lane County, Eugene

SYMPOSIUM PARTICIPANTS: (Continued)	Duane Lemley, Consultant Oregon Council on Crime & Delinquency - Portland
	Robert J. McCrea, Attorney at Law - Eugene
	James E. Merritt, Chief, Agency Programs, Lane County Youth Project - Eugene
	Joseph L. Thimm, Community Consultant, Oregon Division of Corrections - Salem
DISCUSSION GROUP LEADERS:	Stan Hulbert, Delinquency Prevention Consultant, Division of Community Services, State of Washington
	Mary Lou Hoefer, Case Work Supervisor, Lane County Juvenile Department--Eugene
	Robert J. Lee, Case Aide Coordinator, Lane County Youth Project--Eugene
	Gary Mackie, Family & Child Welfare Specialist, United Good Neighbors - Eugene
	Ron Marshall, Director, Tillamook County Juvenile Department - Tillamook
	Kay Ostrom, Director, Marion County Juvenile Department - Salem
WORKSHOP LEADERS:	Steve Bulfinch, Research Analyst, Lane County Youth Project, Lane County Juvenile Department - Eugene
	John Koval, Chief, Research Operations, Lane County Youth Project - Eugene
	Carl Erickson, Director, King County Juvenile Court, Seattle
	William Wasmann, Managing Editor, Eugene *Register-Guard*
	Hon Joseph B. Felton, Circuit Court Judge, Marion County - Salem
	James G. Welch, Managing Editor, Salem *Capitol Journal*
	Gerald Jacobson, Assistant Director, Lane County Juvenile Department - Eugene
	Robert T. Hunt, Juvenile Counselor, Lane County Juvenile Department - Eugene
	Riley Hunter, Juvenile Counselor, Lane County Juvenile Department, Eugene

CONTENT AND PRESENTATION:

Day One - "Correctional Manpower Needs:
A Challenge for Action," William T. Adams

Symposium, "Manpower: A Look at Recruitment,
Training, Deployment"
Participants: Duane Lemley, Joseph Thimm
Moderator: V. K. Jensen
Discussion Groups

Day Two - Symposium, Session II, "Manpower:
A Look at Recruitment, Training, Deployment"
Discussion Group Meetings
Panel (Discussion group leaders)
Moderator: James E. Merritt

Day Three - Special Interest Workshops

a) "Computer and Data Analysis in the Decision-Making Process" Leader: Steve Bulfinch

b) "Juvenile Conference Committee"
Leader: Carl Erickson

c) "Corrections and the News Media"
Leader: William Wasmann

d) "Assessments and Trends in Institutional and Community Treatment"
Leader: Gerald Jacobson

Day Four - Special Interest Workshops

a) Same as Day Three

b) Same as Day Three

c) Same as Day Three

d) Same as Day Three

Symposium - Session I
"Juvenile Judicial Processes and the
Legal Rights of Parents and Children"
--Notice and Attendance of Witness
--Petitions
--Records and Evidence
--Severance of Parental Rights

Participants: Robert J. McCrea, F. Gordon Cottrell, Robert H. Fraser, James L. Hershner

Moderator: Hon. Edward Leavy

Discussion Group Meetings

Evening Speaker - George Randall
"Priority Planning in Oregon Corrections"

CONTENT AND PRESENTATION: (Continued)	Day Five - Symposium - Session II (Continuation of Thursday)
	Discussion Group Meetings
	Luncheon Speaker - Hon. Ralph M. Holman "Recent Developments in the Constitutional Rights of Juveniles"
PROCEEDINGS:	The Proceedings are currently being prepared

LCYP STAFF ORIENTATION

DATES: September 1-2, 1966

TYPE OF TRAINEE: New staff, including Youth Consultants

NUMBER OF TRAINEES: 16

OBJECTIVES: To provide new staff with basic understanding of LCYP

TRAINING STAFF: D. R. Rinehart, Chief, Training Division
Kevin Collins, Program Supervisor, COAP
Phil Wilson, Family Aide, FSP

CONTENT AND PRESENTATIONS: (See other staff orientations)

EVALUATION: (See Appendix J in separate supplement)

LCYP ORIENTATION FOR JUNIOR LEAGUE AND JUNIOR SERVICE LEAGUE OF EUGENE

DATES:	October 6, 1966
TYPE OF TRAINEE:	Members of Junior League and Junior Service League of Eugene
NUMBER OF TRAINEES:	200
OBJECTIVES:	To provide an orientation to the goals, purposes, and programs of LCYP
TRAINING STAFF:	D. R. Rinehart, Chief, Training Division
CONTENT AND PRESENTATION:	Lecture, printed material, and question-answer period through which overview of LCYP and brief description of the various Programs were presented
EVALUATION:	No formal evaluation

LCYP STAFF ORIENTATION

DATES: October 13-14, 1966

TYPE OF TRAINEE: New Staff

NUMBER OF TRAINEES: 22

OBJECTIVES: To provide new staff with basic understanding of LCYP

TRAINING STAFF: D. R. Rinehart, Chief, Training Division
R. E. McDevitt, Resource Development & E.O.A. Coordinator

CONTENT AND PRESENTATION: (See other staff orientations)

EVALUATION: No formal evaluation

SECOND ANNUAL HEALTH DAY 1966

DATES: October 27, 1966

TYPE OF TRAINEE: Interested civic and service leaders and related private and public agencies' personnel

NUMBER OF TRAINEES: 253

OBJECTIVES: To inform the citizens of community health problems and assist in bringing about solutions

TRAINING STAFF/CONSULTANTS: (This also includes the names of workshop leaders, panel moderators, and resource people)

D. R. Rinehart, Chief, Training Division
Chairman, Health Day 1966

Dr. Clifford R. Josephson, Executive Director
Federation of Jewish Social Services
Consultant and Lecturer in Community Organization
Oregon State System of Higher Education

Dr. Robert O. Johnson, Chairman
Department of Psychiatry
Sacred Heart Hospital - Eugene

Dorine Loso, Mental Health Consultant
U. S. Public Health Service - San Francisco

Robert Prairie, Health Facilities Consultant
Division of Mental Health
Oregon State Board of Control

Dr. James Morris
Chief of Pulmonary and Infectious Diseases
Veterans' Administration Hospital - Portland

Dr. Roderic Gillilan, Chairman
Lane County Community Health Council

Herbert Bisno
Professor of Sociology & Social Welfare
University of Oregon

Lyle Swetland, Member, Board of Directors
Lane Community College and Lane County
Youth Study Board

TRAINING STAFF/CONSULTANTS:

Dr. Clifton Baker, Chairman
Board of Directors
Lane County Rehabilitation Council

Howard Speer, Eugene Attorney
Member, Board of Directors
Lane County Community Health Council

Jess Hill, Chairman
Lane County Board of Commissioners

Ervin M. Molholm, Director
Lane County United Appeal

Dr. Wesley G. Nicholson, President
Lane County Youth Study Board

Gerald Jacobson, Assistant Director
Lane County Juvenile Department

Dr. Alan Scott, Psychiatrist
Lane County Mental Health Clinic

Byron Price, General Manager
Eugene Water and Electric Board

James S. Witzig, Psychologist
Lane County Mental Health Clinic

John Stoner, Chief Sanitarian
Lane County Health Department

Vern Adkison
Lane County Air Quality Control Officer

Paige Hall
Lane County Extension Agent

Kenneth Viegas, Program Supervisor
Family Service Program
Lane County Youth Project

Wendall Gray, Acting Director
Pacific Northwest Water Laboratory
General Water Pollution Control Administration
Oregon State University

Dale Curry, Secretary
Lane County Pharmaceutical Association

CONTENT AND PRESENTATION: (See Appendix M in separate supplement)

EVALUATION: No formal evaluation

THE FACE OF POVERTY IN LANE COUNTY

(Two Public Meetings Sponsored
by the Lane County Youth Study Board)

DATES: January 12 and 19, 1967

TYPE OF TRAINEE: Community-at-large, including civic and service leaders, representatives of public and private institutions and agencies, political leaders, local, county, state, and regional government officials, clergy, educators, VISTA in training at the University of Oregon, and Program recipients of Lane County Youth Study Board Programs

NUMBER OF TRAINEES: 1,300

OBJECTIVES: To inform the general community as well as LCYS Board members on the nature and extent of poverty in Lane County and past, present, and possible future solutions to poverty problems

TRAINING STAFF:

Coordinator, D. R. Rinehart, Chief,
Training Division, LCYP

Dr. Wesley Nicholson, President; Mrs. Edith Maddron, Secretary; Mr. Winfield Atkinson; Mr. Lyle Swetland, members of the Board of Directors, Lane County Youth Study Board

Anant Chavan, Information Specialist, LCYP

Frank Johnson, Program Supervisor
Youth Consultant Program, LCYP

Alan Lundberg, Training Assistant,
Training Division, LCYP

Nicki Skotdal, Program Analyst,
Youth Consultant Program, LCYP

Doris Stubbs - Margaret Johnson - Jon Jennings -
Margie Shields - Richard Hand - Ralph Mealer -
Youth Consultants, LCYP

OTHER LCYP STAFF RESOURCE PARTICIPANTS: (Note: The staff of all the divisions was mobilized to contribute directly or indirectly to several areas of planning and development during the actual sessions. The following list is just a representative sample of staff involvement.)

OTHER LCYP STAFF RESOURCE PARTICIPANTS:
(Continued)

Edgar Brewer, Project Director, LCYP

LeRoy Owens, Chief, Educational Programs, LCYP

James Merritt, Chief, Agency Programs, LCYP

Harry Clark, Chief, Community Development Programs, LCYP

Robert Campbell, Chief, Youth Employment Training, LCYP

Richard McDevitt, Resource Development and E.O.A. Coordinator, LCYP

Ken Viegas, Program Supervisor, Family Service Program, LCYP

Kevin Collins, Program Supervisor, COAP

Joeyl Jones, VISTA Supervisor, LCYP

Ruth MacEwan, Administrative Assistant, LCYP

LCYS BOARD PARTICIPANTS:

Members of Lane County Youth Study Board were involved in several areas including information dissemination, program development planning, and participation.

Mr. Winfield Atkinson, member of the Board of Directors, worked with the Program Committee during the planning, development, and operations phases. The Planning Committee, which included Board, Staff, and program recipients met approximately three times a week for one month prior to the Conference.

PROGRAM PARTICIPANTS:
(Members of low-income families)

Gayle Ballinger; May Courtright; Murrile Couturier; Eugene James; Jim Longbine; Glenellen Morgan; Emma Mosley; Hazle Stucky; Doris Tilton; George Tilton; Jan Tucker; Fae Vosgien; Peggy Yilek; John Yilek; Bob Ross; Barbara Evans; Pat Duckworth; Larry Duckworth; Larry Smith

CONTENT AND PRESENTATION: "NATURE AND EXTENT OF POVERTY IN LANE COUNTY"

--Thursday, January 12, 1967--

GREETINGS: --Dr. Wesley G. Nicholson,
President, Lane County Youth
Study Board

"A BRIEF LOOK AT LANE COUNTY POVERTY"
(Slide Presentation)

Narrator: --Mr. Lyle Swetland,
Member, Lane County Youth Study
Board of Directors

"PROBLEMS OF LOW-INCOME FAMILIES IN LANE COUNTY"
(Panel Discussion by members of low-income families)

Moderator: --Mrs. William Maddron, Secretary,
Lane County Youth Study Board of
Directors

QUESTION-ANSWER PERIOD
Based on panel discussion

CLOSING REMARKS
--Dr. Wesley G. Nicholson

CONTENT AND PRESENTATION: "PAST, PRESENT, AND POSSIBLE FUTURE SOLUTIONS TO LOCAL POVERTY PROBLEMS"
(Continued)

--Thursday, January 19, 1967--

GREETINGS

--Dr. Wesley G. Nicholson,
President, Lane County Youth
Study Board

"A BRIEF LOOK AT PROGRAM ACTIVITIES"
(Slide Presentation)

Narrator: --Mr. Lyle Swetland,
Member, Lane County Youth Study
Board of Directors

"LOW-INCOME FAMILIES AND THE PROGRAMS"
(Panel discussion by members of low-income families)

Moderator: --Mrs. William Maddron, Secretary,
Lane County Youth Study Board of
Directors

QUESTION-ANSWER PERIOD
Based on panel discussion

CLOSING REMARKS
(Future plans and community relationships)

--Dr. Wesley G. Nicholson

EVALUATION SUMMARY:

Questionnaires were constructed to measure whether Program objectives were attained.

Assuming that questionnaire respondents represented a cross-section of those attending the two public meetings, we have found that the presentation accomplished the following:

1. Provided new information to the public.
2. Increased public concern with the problems of the poor.
3. Elicited or maintained support for Lane County Youth Study Board-sponsored programs and for the work of the Board itself.
4. Used effective methods of program presentation, particularly the panel of persons who had experienced poverty themselves, in providing an understanding of the problems of the poor and program activities.
5. Provided motivation for the majority of attendees at the first meeting to return for the second session.

(For details, see Appendix K and Appendix L in separate supplement)

SECTION V: RELATED TRAINING ACTIVITIES

A. TRAINING LIBRARY

The Lane County Youth Project Library has been incorporated into the Training Division and functions as a meaningful component of staff training. Material is catalogued in a systematic manner. The Training Division is responsible for ordering books and journals so that the latest material on youth problems, poverty, and other relevant subjects can be readily available to the Lane County Youth Project staff. (Explanation of current system is found in Appendix F in separate supplement.)

B. PROCEDURES MANUAL

The Training Division designed a Procedures Manual for all staff which includes information on:

--Administrative Procedures
--Personnel Policies
--Travel Forms and Policies
--Insurance Provisions
--Purchase Procedures
--Other Related Material

C. TRAINING MATERIALS

1. Abstracts. Journals, books, and articles coming into the library were first reviewed by the Training Division. Pertinent abstracts were made and distributed to staff. Book reviews where appropriate were made and distributed.

2. Write-up of Training Sessions. Each Training Session was evaluated, formally or informally, and a complete write-up made when possible.

3. Tapes. The Training Division taped all training sessions and maintained a tape library for use by staff. Most tapes, except those of confidential nature, were available for the edification of all staff.

4. Resource Development.

a) Proposal development and consultation with the Office of Juvenile Delinquency and Youth Development resulted in a 12-month training grant ($59,602 with a provision for a 6-month extension) beginning July 1, 1966.

The grant is being used for an experimental training program entitled "Orientation to Youth Problems: A Community Training Program," which will train persons in community agencies and organizations in order that they might have a greater understanding of problems and needs of the community's young people.

The Training Division has employed young people to be Youth Consultants to service agencies, civic organizations, industry, business, school boards and administrators, and Lane County Youth Project staff, all of whom need to be concerned with youth problems. These consultants represent both those youth who have delinquency records, those from minority groups, in-school alienated youth, and the school dropout. Training will alert community institutions to what youth and their problems are and will encourage them to effect change so as to create new opportunities for all youth. (See Appendix N in separate supplement.)

b) Developed and submitted to the Law Enforcement Assistance Office, U. S. Department of Justice, the "Training Materials Development Project" proposal. It was approved and will be funded from May 1 to August 31, 1967, for the development of training materials for correctional personnel, and particularly for those in rural-small city areas.

c) Developed and submitted to the Office of Juvenile Delinquency and Youth Development the "Community Implementation of Youth Development Programs in Rural Small-City America: An Inter-Agency Community Training Proposal." It is to conduct a one-year training program designed to disseminate Project findings in a manner to inspire the development of LCYP-type programs demonstrated to be effective in the alleviation of the problems of alienated youth and their families. The proposal now is pending. (See Appendix O in separate supplement.)

D. COMMUNITY RELATED ACTIVITIES

1. Participated in Western Interstate Commission for Higher Education planning meeting for staff service training for Oregon correctional personnel.

2. Provided audio-visual aid and technical training assistance to numerous Community Action Programs.

3. Participation by Training Chief in Northwest Regional Conference of the Child Welfare League of America Workshop, "Utilization of Pre-Professional Manpower."

4. Other:

    a) Lane County Community Health Council
    (Training Chief, member Board of Directors)

    b) Mental Health Survey (Training Chief, Co-chairman)

    Study which included an assessment of mental health services, resources, and needs in Lane County. The study committee included 80 professional and lay citizens who spent one year in gathering material on which to base their recommendations to the Health Council.

    c) Buckley House Study (Training Chief, Chairman)
    (Alcoholic residential treatment facility)

SECTION VI: EVALUATION

The impact of training activities on the Lane County Youth Project, its Board and the general community could not be formally evaluated. Only a limited amount of Program Analyst's time was provided from the Agency Programs Division for questionnaire design and data analyses. These analyses provided feedback materials from a sample of In-Service Training sessions and assisted in necessary modification and redesigning of training programs so as to meet constantly changing needs of staff. (See Appendices in separate supplement for further evaluative details.)

It is felt that the training programs have had real impact on Project staff and the community as a whole; however, the course of developments forced many original commitments to remain unfulfilled.

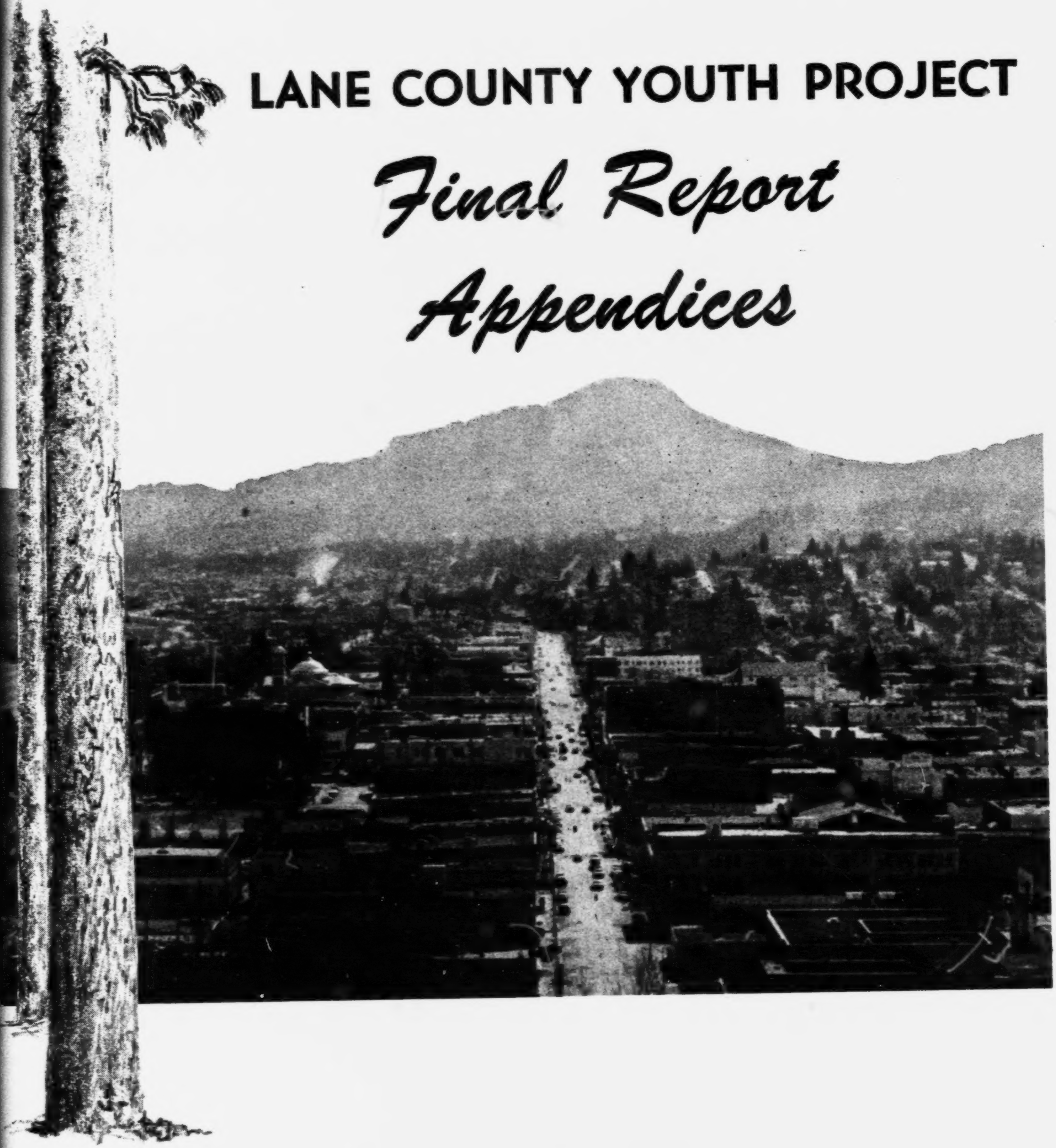
APPENDIX A.2(c)

TRAINING PROGRAM EVALUATION

(Final Report Appendicies)

LANE COUNTY YOUTH PROJECT

Final Report
Appendices



LANE COUNTY YOUTH STUDY BOARD
(As of April, 1967 -- Lane Human Resources, Inc.)
1901 GARDEN AVENUE
EUGENE, OREGON 97403

30 JUNE 1967

APPENDICES

APPENDIX A

IN-SERVICE TRAINING PROGRAM

MASTER PLAN

SECTION I

STAFF ORIENTATION

ORIENTATION TRAINING PROGRAM (AN OVERVIEW)

UNIT ONE

DAY ONE	DAY TWO	DAY THREE
Introduction (1/2 day)	Project Assumptions (General)	Program Orientation
a. Induction package b. Introduction to Staff	a. philosophy b. objectives c. organizational behavior	a. Agency d. Econ. Oppor. b. Community Dev. e. E.T.C. c. Education f. Research
On-the-Job Training (1/2 day)	On-the-Job Training (1/2 day)	On-the-Job Training (1/2 day)

UNIT TWO

ON THE JOB TRAINING——————————

UNIT THREE

DAY ONE	DAY TWO	DAY THREE
Social Problems (in depth)	Project Assumptions	Program Strategies
a. delinquency b. poverty c. employment d. school problems	1. philosophy 2. objectives a. Agency d. Education b. Community Dev. e. Employment c. Econ. Oppor. f. Research	a. short range vs long range plans b. involving community c. Opportunistic

UNIT FOUR (Community Sensitizing)

DAY ONE Eugene	DAY TWO Oakridge	DAY THREE Junction City
a. Knowledge of relationships between the project, local, governmental bodies and local agencies	a. Same as day ONE	a. Same as day ONE →
b. Local agency and organizations orientation	b. Same as day ONE	b. Same as day ONE →
c. Trips and experiences in the demonstration areas.	c. Same as day ONE	c. Same as day ONE →

ORIENTATION PROGRAM

UNIT ONE

DAY ONE

Introduction

This day of the orientation program will be for all new staff and for old staff when appropriate.

a. office procedures
b. policies, insurance, payroll, etc.
c. introduction to staff
d. table of organization

- Suggested Methods -

a. prepared package of material such as personnel practices, etc.
b. building and staff orientation
c. informal discussion

DAY TWO

Project Assumptions

This day of the orientation program will be for new professional staff and old professional staff when appropriate.

a. philosophy of project
b. objectives of project as a whole
c. ethics (organizational behavior)

The following social problems will be discussed in relation to the above when applicable:
  a. delinquency
  b. poverty
  c. employment
  d. school problems

- Suggested Methods -

a. Seminar arrangement with presentation of ideas and discussion of same
b. discussion groups
c. written material

DAY THREE

Program Orientation

This day of the orientation program will be for new professional staff and old professional staff when appropriate.

a. Agency
b. Community Development
c. Economic Opportunity
d. Education
e. Employment
f. Research

The following social problems in rural-small city will be discussed in relation to programs:
  a. delinquency
  b. poverty
  c. employment
  d. school problems

- Suggested Methods -

a. lecture presentation of each division's programs and goals
b. interaction with youth where feasible
c. discussion groups
d. written material

UNIT TWO

WEEK ONE	WEEK TWO
On the Job Training (All Staff) (under the direction of the Division Chief involved) ↓	On the Job Training (All Staff) (under the direction of the Division Chief involved) ↓

UNIT THREE

DAYS 1, 2, and 3

Social Problems

This part of the orientation program will be for new staff and old staff when appropriate.

a. delinquency
b. poverty
c. employment
d. school problems

This social problem will be covered in depth, as much as time allows.

- SUGGESTED METHODS -

a. Seminar arrangement with presentation of ideas and discussion of same

b. discussion groups

c. written material

DAY 4

Project Assumptions

This part of the orientation program will be for new staff and old staff when appropriate

1. Philosophy of the Project

2. Objectives & Goals of Project Programs

   a. Agency
   b. Community Dev.
   c. Economic Opport.
   d. Education
   e. Employment
   f. Research

- SUGGESTED METHODS -

a. lecture presentation of each division's programs and goals

b. interaction with youth where feasible.

c. discussion groups

d. written material

DAY 5

Program Strategies

This part of the orientation program will be for new staff and old staff when appropriate.

1. Short range vs. long range plans

2. Community Involvement

3. Funding Opportunities

- SUGGESTED METHODS -

a. Seminar arrangements with presentation of ideas and discussion of same

b. discussion groups

c. written material

UNIT FOUR (COMMUNITY SENSITIZING)

This phase of the program will be for all new professional staff
and for old professional staff when applicable

DAY ONE	DAY TWO	DAY THREE
Eugene	Oakridge	Junction City
a. Knowledge of relationships between the project, local governmental bodies and local agencies	a. Same as day ONE except applicable to Oakridge.	a. Same as day ONE except applicable to Junction City.
b. Local agency and organizations orientation	b. Same as day ONE except applicable to Oakridge	b. Same as day ONE except applicable to Junction City.
c. Demographic analysis, political sub-structure	c. Same as day ONE except applicable to Oakridge.	c. Same as day ONE except applicable to Junction City.
- Suggested Methods -	- Suggested Methods -	- Suggested Methods -
a. Lecture - discussion	a. Same as day ONE except applicable to Oakridge	a. Same as day ONE except applicable to Junction City.
b. Trips and experiences in the area	b. Same as day ONE except applicable to Oakridge	b. Same as day ONE except applicable to Junction City.
c. Program observation and interaction with youth where possible	c. Same as day ONE except applicable to Oakridge	c. Same as day ONE except applicable to Junction City.
d. Written material	d. Same as day ONE except applicable to Oakridge	d. Same as day ONE except applicable to Junction City.
	e. Days program held in Oakridge Office.	e. Days program to be held in Junction City.

SECTION II

STAFF DEVELOPMENT

SECTION II

STAFF DEVELOPMENT

Index

1. Staff Development: An Overview
2. Training Topics
    a. Communication
    b. Nature of Population Being Served
    c. Principles & Methods of Working with Youth
    d. Community Organization
3. Suggested Methods

STAFF DEVELOPMENT: AN OVERVIEW

The following pages constitute a general training plan for Lane County Youth Project Staff Development.

Explanation of Terminology:

Administration:

Project Directors
Division Chiefs
Board

Supervisors:

All those persons in a Supervisory role with other staff or with program

Business Services:

Practitioners:

Indirect Service:

Volunteer Coordinators
Community Service Coordinators
Agency Information Supervisor
Volunteers

Direct Service:

Teacher-Counselor
Employment Counselors
Youth Workers
Family Service Workers
Volunteers

Research:

TRAINING TOPICS

A. Communication Training

Administration

a. Retreat for Division Chiefs and Project Directors with an outside specialist in group dynamics and communication skills.

b. Retreat for LCYP Board of Directors, Project Directors and Division Chiefs.

c. Communication with staff, Board and community.

Supervisors

a. Communication skills in groups and on a one-to-one basis - "How to Listen".

b. Skills for written communication

c. Non-verbal communication.

d. Communicating with the public.

e. Role training - supervisor-supervisee relations.

f. How to effectively use more media.

g. Interagency communication.

Practitioners

a. Communication skills in groups and on a one-to-one basis - "How to Listen".

b. Communicator with "clients" - "How to Reach People".

c. Skills for written communication.

d. Non-verbal communication.

e. Communication with the public.

f. Role learning - supervisor-supervisee relations.

g. How to effectively use more media.

h. Interagency communication.

B. Nature of the Population Being Served

Administration

a. Exposure to those areas of training deemed most applicable.

Supervisors

a. Social Problems in rural-small city areas affecting those being served.
  - (1) Juvenile Delinquency
  - (2) Poverty
  - (3) Employment
  - (4) School Problems

b. The above areas will be covered extensively and in depth touching on such things as the dominant value patterns of youth and their families.

Practitioners

a. Social Problems in rural-small city areas effecting those being served.
  - (1) Juvenile Delinquency
  - (2) Poverty
  - (3) Employment
  - (4) School Problems

b. The above areas will be covered extensively and in depth touching on such things as the dominant value patterns of youth and their families.

Practitioners and Supervisors overlap on many training needs; however, certain material will be more heavily emphasized for one or the other where applicable.

c. Principles and Methods of Working with Youth and Families

Administration

a. Knowledge of the different types of philosophical approaches that are being "featured" in various parts of the demonstration programs

b. How to implement derived changes in youth and families

c. Audio-visual "How and When to Use Films"

Supervisors

a. Principles
  - (1) Philosophical concepts in various demonstration programs.
    - (a) Individual psychology
    - (b) Freudian psychology
    - (c) Philosophy and nature of democratic society
    - (d) Eclectic philosophy of working with youth
    - (e) Socio-cultural influences.
  - (2) Psychology of:
    - (a) Motivation
    - (b) Learning
    - (c) Careers

b. Audio-visual "How and When to use Films".

Practitioners

a. Principles
  - (1) Philosophical concepts in various demonstration programs.
    - (a) Individual psychology
    - (b) Freudian psychology
    - (c) Philosophy and nature of democratic society
    - (d) Eclectic philosophy of working with youth
    - (e) Socio-cultural influences
  - (2) Psychology of:
    - (a) Motivation
    - (b) Learning
    - (c) Careers

b. Specific Skill Training
  - (1) Group dynamics
  - (2) Counseling
  - (3) Role playing
  - (4) Specific skills pertaining to individualsjobs
  - (5) Audio-visual "How and When to Use Films"

D. Community Organization

Administration	Supervisors	Practitioners
a. Understanding the basic social action process. (1) change agents (2) power structure	a. Understanding the basic social action process. (1) change agents (2) power structure	a. Understanding the basic social action process. (1) change agents (2) power structure
b. Structure and processes of rural community organization.	b. Structure and processes of rural community organization.	b. Structure and processes of rural community organization.
	c. Principles of diffusion and adoption ideas.	c. Principles of diffusion and adoption ideas.
		d. Methods and techniques of developing leadership.

SUGGESTED METHODS

These methods are suggested ways of developing various training sessions.

1. Retreats
2. Seminars - workshops
3. Lecture - discussions
4. Juvenile Court Summer Institute
5. Readings
6. Field Observation
7. Interaction with youth
8. Interaction with community persons

APPENDIX B

JUVENILE COURT SUMMER INSTITUTE

APPENDIX B

JUVENILE COURT SUMMER INSTITUTE

PANEL PARTICIPANTS

John Hungate, Director of Special Services, Clark County Schools, Vancouver, Washington

Lyle Newport, Area Supervisor, Juvenile Parole Services, Division of Juvenile Rehabilitation, Spokane, Washington

Dale Swenson, Superintendent, Luther Burbank-Martha Washington Schools, Division of Juvenile Rehabilitation, State of Washington

WORKSHOP LEADERS

William Calahan, Family Living Supervisor, Cascadian Diagnostic Center, Division of Juvenile Rehabilitation, Tacoma, Washington

Jack Ellis, Delinquency Prevention Consultant; Division of Community Services, State of Washington

Gerald Jacobson, Assistant Director, Lane County Juvenile Department, Eugene

Robert Lee, Case-Aide Supervisor, Lane County Youth Project, Eugene

Richard McDevitt, Coordinator, Economic Opportunity Programs, Lane County Youth Project, Eugene

Ross Peterson, Delinquency Prevention Consultant; Division of Community Services, State of Washington

RESOURCE SPECIALISTS

Carolina Conn, Youth Worker, Central Lane YM-YWCA, Eugene

Jewel Goddard, Director, Lane County Juvenile Department, Eugene

Paul Laughter, Juvenile Law Enforcement Consultant, Division of Community Services, State of Washington

Kenneth Polk, Director, Research and Evaluation, Lane County Youth Project, Eugene

7.B.2.

WORKSHOP FEEDBACK QUESTIONNAIRE
Oregon Juvenile Court Summer Institute

August 16--20, 1965

Name ______________________________ Workshop ________________ Session No.__

(<u>Above</u> <u>must</u> <u>be</u> <u>completed</u> <u>by</u> <u>each</u> <u>participant</u>)

1. How satisfied am I with my own participation?

/______________________/______________________/______________________/

Very Satisfied	Fairly Satisfied	Not Very Satisfied	Not At All Satisfied

2. How free did I feel to say or ask what I wanted to?

/______________________/______________________/______________________/

Very Free	Fairly Free	Not Very Free	Not at All Free

Why did I mark where I did? ____

____

3. How well did we operate as a group in listening to each other and thinking together?

/______________________/______________________/______________________/

Did Very Poorly	Did Rather Poorly	Did Fairly Well	Did Very Well

Why did I mark where I did? ____

____

4. What did you find most helpful in this workshop session? ____________

____

____

5. What did you find least helpful in this workshop session? ____________

____

____

6. What suggestions do you have for the next session` ____________________

____

____

7. Other: ____

____

WORKSHOP FEEDBACK QUESTIONNAIRE SUMMARY

1965

Data from 199 Questionnaires

Question 1 How satisfied am I with my own participation?

		N	%
a.	Very satisfied	52	26
b.	Fairly satisfied	106	53
c.	Not very satisfied	32	16
d.	Not at all satisfied	3	2
e.	Blank	6	3

Question 2 How free did I feel to say or ask what I wanted to:

		N	%
a.	Very free	122	61
b.	Fairly free	54	27
c.	Not very free	15	8
d.	Not free at all	1	1
e.	Blank	7	4

Question 2 Why did I mark where I did?

1. These items were made possible by good leadership.
2. There was a good level of respect for each member.
3. Free discussion.
4. In Session #1, I obviously participated too much.
5. Discussion was congenial.
6. Group was willing to listen and answer my questions.
7. Group brought up such practical questions that it was easy to respond and participate.
8. No barriers.
9. Felt integrated with the group.
10. Because I participated more than I usually do.
11. It was appropriate.
12. Because I feel that I did get to say what I wanted to.
13. I didn't say much, but as a teacher I learned alot of useful information.
14. Some necessary questions were not asked.
15. Felt held down by a dominating group member with an opposing philosophy.
16. My emotionalism held me in check on certain questions being freely hammered around.
17. Was able to express my thoughts.

18. Simply what I felt.
19. Very liberal and relaxed workshop leader.
20. Interest in volunteer development.
21. Felt unsure because of the groups relative experiences.
22. Teachers viewpoint held down students.
23. Felt defensive or disagreed with the group.
24. Group interaction confusing.
25. Group worked together.
26. They listened.
27. Group too large and cumbersome.
28. Felt I could have done more.
29. Sessions were beneficial to me and my work.
30. Group reinforced my participation and helped me contribute to it.
31. Topics shifted too quickly.
32. Improved with time, ice-breaking.
33. Felt like an outsider, too much conflict.
34. Students felt inadequate to participate fully as an equal.
35. Personal inadequacy felt.

Question 3 How well did we operate as a group in listening to each-other and thinking together?

		N	%
a.	Did very poorly	-	-
b.	Did rather poorly	23	12
c.	Did fairly well	95	48
d.	Did very well	72	36
e.	Blank	9	5

Question 3 Why did I mark where I did?

1. Variety of ideas, good participation.
2. Good group, free interaction.
3. Good continuation of discussion.
4. Some repetition.
5. Group leader skillful.
6. Group worked together.
7. It's appropriate, the truth, that's how I felt, etc.
8. No domination by one person or part of the group.
9. Limited area discussed.
10. Communication of real ideas not done efficiently.
11. Trouble sticking to topic, or continuing until conclusion was reached.
12. Listening good, thinking poor.
13. Lack of common ground between group members.

14. Group was interested, intelligent, resourceful and courteous.
15. Smaller groups were very good for total group participation and involvement.
16. Everyone was polite and participated.
17. Concerned with what we "can't do" too much rather than what we could "try".
18. Some function in the group.
19. "Hostility"
20. Group not trying.
21. Only part of the group was taking part.
22. Disagreement on intellectual level not emotional.
23. Group really worked and exchanged ideas.
24. Lacked transition skill in going from topic to topic.
25. Acoustics bad, couldn't hear.

Question 4 What did you find most helpful in the workshop session?

1. Group participation.
2. Bob Orr's contact.
3. Discussing why we fail to reach Juvenile Delinquency.
4. Seeing need for inter-agency coordination.
5. Moderator good in guiding group.
6. Practice in group dynamics on Jack's case.
7. Student and professional interaction.
8. Dale Swenson on Jack's case.
9. Exchange of ideas in complete freedom.
10. Idea of "negotiating a contract with your client"
11. Insight in innovative treatment.
12. Ideas on "involving the community."
13. Ken Polk's discussion excellent.
14. Jewel and his methods.
15. Art Pearl excellent.
16. Dean Brink excellent.
17. Tours great; Y.E. especially, ETC, YM-YWCA.
18. Small group process (workshop broke up into subgroups).
19. Bob Lee, workshop leader and discussion of case-aides.
20. Ellis' summary.
21. Talk on education and the slow learner.
22. Innovative methods in juvenile delinquency handling.
23. Education's viewpoint.

Question 5 What did you find least helpful in the workshop session?

1. Repetition of discussions.
2. Rehashing Jack's case.
3. Too much discussion of isolated or specific instances.
4. Argument as to merits of professionals vs. non-professionals.

5. Rehashing field observations.
6. Social activities.
7. EPD field observation too long.
8. YM-YWCA field observation, can't understand why I feel this way.
9. Getting involved with Jack and Bob, "clients," personalities.
10. Not coming to grip with the theme and specific topics.
11. Digression.
12. Too much talk on schools and their problems.
13. Subgrouping (workshop broke into smaller groups) limited viewpoints available.
14. Group too large.
15. Lack of group focus or direction.
16. No new material.
17. Lack of real structure.
18. Discussion on group dynamics.
19. Topics not applicable to my work or over my head.
20. Too many topics covered.
21. Nothing wrong, all O.K., all satisfactory.
22. Overworking and too much from Bob Orr.
23. Too much smoking.

Question 6

1. Too much structure.
2. More structure, keeping on the subject.
3. More people from juvenile delinquency related area not here this year; i.e., mental health, psychologists.
4. Groups need to be smaller.
5. Resource people needed in every session.
6. Better group handling workshop leaders.
7. Our selecting topics for the sessions.
8. More information on community resources.
9. More speakers, less workshops (Art Pearl speaking to each workshop).
10. Switching workshop assignments day to day.
11. Briefs and more field observations.
12. Everyone to each field observation or at least three field observations for everybody.
13. New field observations, sheriff's, city jail, O.C.I.
14. Evaluate the workshop group dynamics.
15. Discuss "confidentiality" in area of participation.
16. More discussion of areas covered by Dean Brink.
17. More total group participation.
18. More of the same.
19. Review work done by LCYP.
20. Focus on concepts of agency practices.

21. Discussion of the common terms in our field; i.e. delinquency, success.
22. Bring in some juvenile judges.
23. Let's be specific in how we do things, less theory.
24. Better meeting place.
25. More work with juvenile department and volunteers.
26. More guests; i.e., Dr. Polk.

Question 7 Other

1. Let people working with kids speak to us, i.e., Mrs. Conn.
2. Good session.
3. Look into juvenile law.
4. Better organization of day's activities.
5. Parents of foster home-type.
6. Age, traits, need discussion.
7. Sessions on community working with juvenile delinquency.
8. New theories in juvenile delinquency work.
9. Hand out synopsis of main speeches.
10. Involve students more.
11. Socioeconomic bias' need discussion.
12. More casework as with Bob Orr, but have better control if kids, don't let him dominate.
13. Better and wider use of resource people.
14. Let everybody visit all the field observations.

APPENDIX C

ORIENTATION EVALUATION AND PLANNING

7.C.1

Lane County Youth Project
1901 Garden Avenue
Eugene, Oregon
Telephone: 342-4893
Training Division

ORIENTATION EVALUATION AND PLANNING

It is the hope of the Training Division that the subsequent orientation training sessions covered the needs of the Family Service Program staff as you see them. In view of this we would like for you to evaluate the last three day's sessions and indicate those areas which you feel should be covered in more depth.

Evaluation of Last Three Days:

1. I found Day One (Policies and Procedures)

   (1) Helpful________________

   (2) Not Very Helpful_________

   (3) Indifferent_____________

   (4) Other (Please Indicate)____

   Briefly indicate those specific things you liked and/or disliked about this session.

2. I found Day Two

Philosophy and Basic Assumptions	Roles & Strategy of Research & Eval.
(1) Helpful________________	(1) Helpful____________________
(2) Not Very Helpful_________	(2) Not Very Helpful_____________
(3) Indifferent_____________	(3) Indifferent_________________
(4) Other (Please Indicate)____	(4) Other (Please Indicate)________

   Briefly indicate those specific things you liked and/or disliked about this session.

3. I found Day Three (Explanation of LCYP Programs)

(1) Helpful____________________

(2) Not Very Helpful___________

(3) Indifferent________________

(4) Other(Please Indicate)_____

Briefly indicate those specific things you liked and/or disliked about this session.

From October 4 - October 13 many of you will be involved in a further orientation program involving in depth study of various social problems, Lane County Youth Project assumptions, philosophy and strategies, and community sensitizing. Please indicate any topics you feel need to be covered in more depth during this orientation endeavor. (A simple listing of topics and suggestions of methods is all that is needed.)

ORIENTATION EVALUATION (9/13/65 & 10/5/65)

TABLE ONE* (Question #1)

"I found Day One" (Greetings, Policies and Procedures):

	9-13-65	10-5-65
Helpful	17	
Not very helpful	0	Not presented
Indifferent	1	
Other	3	

TABLE TWO (Question #2)

"I found Day Two:"

(A) Philosophy & Basic Assumptions			(B) Roles and Strategy of Research and Evaluation		
	9-13-65	10-5-65		9-13-65	10-5-65
Helpful	20	7	Helpful	13	5
Not very helpful			Not very helpful	3	
Indifferent			Indifferent	1	2
Other	1	1	Other	4	1

(C) Open-ended comments about Day Two:

Question: Briefly indicate those specific things you liked and/or disliked about this session.

9-13-65: Philosophy and Basic Assumptions

Extremely helpful
Philosophy and assumptions good
More emphasis on family

9-13-65 Roles and Strategy of Research & Evaluation

Research very ambiguous
How does Research effect FSP
More actual reports (i.e. community attitude)
Research not helpful, can't see how it relates to job
Helped me see the necessity of research
What material and data is available for family aides
Need feedback from Research

---

* All tables indicate number responding 9-13-65 Total = 21
10-5-65 Total = 8

10-5-65: Philosophy and Basic Assumptions

Hadn't thought about philosophy
Session valuable for basic knowledge
Philosophy sort of mixed up
More group participation
Presentation of superficial goals rather than real, confronted problems.

10-5-65: Roles and Strategy of Research & Evaluation

Research helpful

TABLE THREE (Question #3)

"I found Day Three" (Explanation of LCYP Programs):

(A)	9-13-65
Helpful	19
Not very helpful	
Indifferent	2
Other	

(B) 10-5-65 (Breakdown of Separate Presentation)					
Specific Program	Agency	Com.Dev.	Educ.	Youth Emply.	OEO
Helpful	5	3	8	6	2
Not very Helpful	1	2			5
Indiff.	2	1		2	1
Other	1	2	1	2	1

(C) Open-Ended Comments about Day Three:

Question: Briefly indicate those specific things you liked and/or disliked about this session.

9-13-65:
- Good overall picture
- Future sessions with people who actually work with youth and families
- Indication of what youth were like is helpful
- Examples good
- Too much information all at once
- Education dwelled on too specific things
- Need more candid evaluation of various programs and how they relate to FSP

10-5-65:
- Personal roles should be defined better
- Agency's roles integrated
- Good overview, some speeches need better preparation
- More informal setting needed
- View physical aspects of local agency
- Youth Employment & Education good, used examples
- Education talk on school staffing interesting

(Question #4): From October 4 - October 13, many of you will be involved in a further orientation program involving in-depth study of various social problems, Lane County Project assumptions, philosophy and strategies, and community sensitizing. Please indicate any topics you feel need to be covered in more depth during this orientation endeavor. (A simple listing of topics and suggestions of methods is all that is needed).

9-13-65:

1) Have separate training sessions aimed at the particular needs of each group.
2) Bring "theory" down to a one-to-one basis.
3) More information regarding the poor.
4) More about the ways Family Aides enlist the help of others.
5) Methods of approach to families.
6) Where poverty areas are located in Lane County.
7) What is currently being done to help the poor.
8) Use of overhead charts showing project relationships.
9) How can we reconcile program "flexibility" with the existing and necessary organizational structure.
10) Shorter time period each day.
11) Examples of things that have been tried.
12) Application of research findings.
13) Opportunity to observe current programs.

10-5-65:

1) I have no ideas of the ways it might or might not help.
2) More communication - perhaps panel presentation by persons from different areas.
3) Less formal discussions would be more stimulating.
4) Speakers better prepared.
5) More exchange of ideas and less lectures.
6) Feelings of the people on the receiving end of the LCYP programs.
7) Directions for the future.
8) Information about phasing out of the programs and expectations of existing community agencies taking over the services now provided by LCYP.

APPENDIX D

PHASE II ORIENTATION EVALUATION

7.D.1

Lane County Youth Project
1901 Garden Avenue
Eugene, Oregon
Telephone: 342-4893
Training Division
October 27, 1965

TRAINING METHODS AND OBJECTIVES

Phase II Orientation

October 25, 26, 27, 1965

IN-SERVICE TRAINING EVALUATION AND PLANNING

It is the hope of the Training Division that the subsequent In-Service Training sessions cover the needs of the Family Service Program staff as you see them. In view of this we would like for you to evaluate the last three days' sessions.

1. To what extent do you disagree with the following statements?

   a) It is important that we work with a family from a positive approach -- identify and develop family strengths before tackling the problems.

   ____Strongly Agree ____Agree ____Uncertain ____Disagree ____Strongly Disagree

   b) It doesn't matter how much education or counseling skills a Family Aide has; what is important is his understanding of the problems of the families and his ability to put himself in their situation.

   ____Strongly Agree ____Agree ____Uncertain ____Disagree ____Strongly Disagree

   c) Members of multi-problem families tend to be distrustful of the agency caseworker and, are more likely to open up and receive help from a Family Aide.

   ____Strongly Agree ____Agree ____Uncertain ____Disagree ____Strongly Disagree

2. How important is each of the following services to the process of "lifting individuals and families from conditions of socio-economic dependency?"

	Not Important At All	Not Terribly Important	Somewhat Important	Quite Important	Extremely Important
a) Homemaking and homemaker services					
b) Day Care services for children					
c) Legal consultation					
d) Remedial education					
e) Culturally enriching experiences					
f) Job training and placement					
g) Informal, friendly visiting					
h) Specialized temporary and long-term living situations away from home					

7.D.3

3.

	Could Be Dropped	Should Be Retained If Time Allows	Should Definitely Be Retained
a) Discussion of Objectives and Methods			
b) Arthur Pearl's Tape			
c) Case presentation by FSP Staff			
d) Research Analyst's description of the population			
e) Youth Consultants			
f) Economic Dependency (A.D.C. Mothers) Consultants			
g) First Day of Discussion groups			
h) Second Day of Discussion groups			
i) Assigned reading "Training for New Careers)			

4. Below are a list of objectives for using the panel of former E.T.C. trainees and the panel of mothers currently receiving Aid to Dependent Children. To what degree to you feel these objectives were met?

OBJECTIVES	Degree Objectves Were Met				
	Not At All	Very Little Degree	Some Degree	Considerable Degree	Great Degree
a) To give the staff the benefit of the knowledge and experiences of the target population.					
b) To sensitize the staff to the problems and needs of those they serve.					
c) To involve target population in an experience where their services are needed and valued.					
d) To involve target population in a meaningful way in the "system."					

5. Below are a list of objectives for having group discussions. To what degree do you feel these objectives were met?

OBJECTIVES	Degree Objectives Were Met				
	Not At All	Very Little Degree	Some Degree	Considerable Degree	Great Degree
a) To deal with the feelings and attitudes of staff towards the target population.					
b) To increase the self-awareness of each staff members.					
c) To promote a commitment to the ideals of the Family Service Program.					
d) To discuss program implications derived from material presented by the consultants.					

6. Which aspects or aspect of the three day training session have contributed the most to your understanding of those you serve and of your self?

7. Which aspects or aspect of the three day training session have contributed the least to your understanding of those you serve and of your self?

8. In your opinion, how could this training session have been made more helpful to you?

9. Additional comments:

Evaluation of FSP In-Service Training: Phase II Orientation, October 25, 26, 27, 1965.

COMMITMENT TO PROGRAM PHILOSOPHY

From Table I we examine the commitment of Family Service Program employees to the three basic ideals of the Family Service Program.

TABLE I

AGREEMENT, DISAGREEMENT, AND UNCERTAINTY REGARDING THREE STATEMENTS OF PROGRAM PHILOSOPHY OF FAMILY SERVICE PROGRAM EMPLOYEES.

Statement of Philosophy	Support given to program philosophy (Reported in Percentages)			
	Agree	Disagree	Uncertain	Total N=20
"Work with family strengths before tackling problems."	95%	05	00	100
"Understanding of Family Aide and ability to put himself into client's situation more important than education or counseling skills."	80%	15	05	100
"Multi-problem families tend to be distrustful of agency caseworker and more likely to open up and receive help from Family Aide."	65%	10	25	100

The majority of the staff of the Family Service Program agrees that it is important to work with a family from a positive approach--identify and develop family strengths before tackling the problems (95%).

Most of the staff also feel that it doesn't matter how much education or counseling skills a Family Aide has; what is important is his understanding of the problems of the families and his ability to put himself in their situations (80%).

A smaller portion of Family Service staff feel that members of multi-problem families tend to be distrustful of the agency caseworker and, are more likely to open up and receive help from a Family Aide (65%). One-fourth of the staff feels uncertain on this issue. This latter finding is interesting since the FSP Proposal states that:

> "From their experience, casework supervisors supported the members of the multi-problem family were distrustful of the agency caseworker, and in turn, the caseworkers were concerned about inability to reach these families at their cultural level in the process of establishing meaningful rapport."[1]

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[1] See Family Service Program Component (Cap 7 Component 2) Lane County Youth Project Application under Title II to the Office of Economic Opportunity submitted April, 1965, page 40.

IMPORTANCE ATTACHED TO VARIOUS SERVICES

Local public welfare caseworkers had noted a number of needs in reviewing cases of multi-problem families; those needs were proposed to be met by the intensive family service effort which was to become FSP. Caseworkers found needs for homemaking and homemaker services, day-care services for children, legal consultation, remedial education, culturally enriching experiences, job training and placement, informal, friendly visiting, and specialized temporary and long-term living situations away from the home.[2] From Table II we can see to what degree these services are felt to be important for the families being served by the FSP staff members.

See page 48 for Table II.

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[2] See Family Service Program Component (Cap 7 Component 2) Lane County Youth Project Application under Title II to the Office of Economic Opportunity submitted April 1965, page 40-41.

TABLE II

OPINIONS OF FAMILY SERVICE EMPLOYEES REGARDING THE IMPORTANCE OF EIGHT PROPOSED SERVICES FOR THE "LIFTING" OF THE ECONOMICALLY DEPENDENT.

	Importance attached to services (Reported in Percentages)				
Proposed Service	Quite or Extremely Important	Somewhat Important	Not Terribly or Not at All Important	No Comment	Total
Homemaking & homemaker services	65	20	05	10	100
Day-care services for children	50	35	05	10	100
Legal consultation	35	45	10	10	100
Remedial education	55	45	00	00	100
Culturally enriching experience	65	15	20	00	100
Job training and placement	80	20	00	00	100
Informal, friendly visiting	90	10	00	00	100
Specialized temporary and long-term living situations away from home	10	25	30	35	100

Of the needs mentioned we note that informal, friendly visiting and job training and placement are the needs considered most important by the majority of FSP staff.

One-half or more of the staff also feels that homemaking and homemaker services, culturally enriching experiences, remedial education, and day-care services for children are extremely or quite important.

Legal consultation was considered quite or extremely important by only slightly more than one-third of the staff, though nearly one-half thought it was somewhat important.

The only "need" we find that is not considered important is that of specialized temporary and long-term living situations away from home.

The staff are almost evenly divided between those who feel these situations are important at all, not terribly or not at all important, and those who do not comment on this issue. (This may be suggestive of an emphasis within the agency to strengthen their clients as a family rather than as individuals).

COMPONENTS OF IN-SERVICE TRAINING SESSIONS

The three-day in-service training sessions included nine definable components listed in Table III. In order to determine which of these components was felt to be most useful by staff members, they were asked to decide which components should be retained or dropped if, in the future, only one-half as much time was available for an in-service training session.

TABLE III

Question: (As new staff members are hired by FSP, a similar In-Service Training will be presented to them. In the future less time will be available for these sessions and the program must be cut to fit into about one-half of the time now taken. In order to plan for future sessions, we would appreciate your feelings about which aspects of the program should be retained and which aspects should be dropped.

ASPECTS OF IN-SERVICE TRAINING	Opinions on Retention (Reported in Percentages)				
	Retain	Retain if Time Allows	Drop	No Comment	Total (N=20)
Discussion of Objectives & Methods	25	25	35	15	100
Arthur Pearl's Tape	35	55	00	10	100
Case presentation of FSP staff	35	15	50	00	100
Research Analyst's description of the population	05	35	55	05	100
Youth Consultants	25	40	30	05	100
Economic Dependency (ADC Mothers) Consultants	65	20	15	00	100
First day of Discussion Groups	55	25	15	05	100
Second day of Discussion Groups	25	30	40	05	100
Assigned reading "Training for New Careers"	30	25	45	00	100

Two components should definitely be retained according to over one-half of the FSP staff. These are the Economic Dependency (ADC Mothers) Consultants and the First Day of Discussion Groups.

When the "if time allows" category is included, Arthur Pearl's Tape, Youth Consultants, assigned reading "Training for New Careers," and the Discussion of Objectives and Methods should be retained according to one-half or more of the staff.

Two components should be dropped according to one-half or more of the staff: the Case Presentation of FSP staff and the Research Analyst's Description of the Population. While approximately one-third of the staff felt that the Case Presentation by FSP staff should definitely be retained, only one staff member felt the Research Analyst's Description of the Population should definitely be retained.

While less than one-half of the staff feels that other components should be dropped, over one-third felt Assigned Reading: "Training for New Careers," the Second Day of Discussion Groups, and the Discussion of Objectives and Methods could be dropped.

EFFECTIVENESS OF CONSULTANTS IN MEETING IN-SERVICE TRAINING OBJECTIVES

Staff members were asked to check to what degree they felt were met four pre-determined objectives of the in-service training program for presenting the panel of former E.T.C. trainees and the panel of mothers currently receiving Aid to Dependent Children. From Table IV we can see that over three-fourths of the staff felt all the objectives were met to some degree:

TABLE IV

THE DEGREE TO WHICH THE FAMILY SERVICE PROGRAM STAFF MEMBERS FELT THE PANEL OF YOUTH CONSULTANTS AND ECONOMIC DEPENDENCY CONSULTANTS MET FOUR IN-SERVICE TRAINING OBJECTIVES.

Objectives	Degree to which objectives were met (Reported in Percentages)				
	Considerable or great Degree	Some Degree	Very Little or No Degree	No Comment	Total (N=20)
Provide staff with knowledge and experience of target population	50	30	20	00	100
Sensitize staff to problems and needs of target population.	45	30	25	00	100
Involvement of target population in experiences in which their services are needed and valued.	75	25	00	00	100
Involve target population meaningfully in the "system"	35	45	15	05	100

Over one-half felt that two objectives--involvement of the target population in an experience in which their services are needed and valued, and providing staff with knowledge and experiences of the target population--were met to a considerable or great degree. Less than one-half FSP staff members felt that the remaining two objectives--sensitizing staff to problems and needs of the target population, and the meaningful involvement of the target population in the "system" were met to a considerable or great degree, though at least three-fourths of the staff felt these objectives were met to at least some degree.

EFFECTIVENESS OF GROUP DISCUSSION SESSIONS IN MEETING IN-SERVICE TRAINING OBJECTIVES

From Table V we note that three-fourths or more of the staff felt that group discussions met all four in-service training objectives to at least some degree.

TABLE V

THE DEGREE TO WHICH FAMILY SERVICE PROGRAM STAFF FELT GROUP DISCUSSIONS MET IN-SERVICE TRAINING OBJECTIVES

	Degree to which objectives were met (Reported in Percentages)				
Objectives	Considerable or great Degree	Some Degree	Very Little or No Degree	No Comment	Total (N=20)
Dealt with feelings and attitudes of staff towards target population	50	35	15	00	100
Increased staff self-awareness	50	30	20	00	100
Promoted commitment to FSP ideals	25	50	25	00	100
Discussed program implications of panel of consultants	65	15	20	00	100

One-half or more felt that, to a considerable or great degree, the group discussion sessions dealt with feelings and attitudes of staff toward the target population, increased the self-awareness of staff members, and promoted discussion of the program implications of the panel of consultants. Only one-fourth of the staff felt that commitment to FSP ideals was accomplished to a considerable or great degree through group discussion sessions.

TABLE VI

ASPECTS OF IN-SERVICE TRAINING FELT TO BE MOST AND LEAST HELPFUL BY FAMILY SERVICE PROGRAM STAFF

Aspects of In-Service Training	Percentages Responding (N=20)	
	Most Helpful	Least Helpful
Discussion of Objectives and Methods	00	00
Arthur Pearl's Tape	25	00
Case Presentation by FSP Staff	10	30
Research Analyst's Description of the Population	05	35
Youth Consultants	30	25
Economic Dependency (ADC Mothers) Consultants	65	10
Discussion Groups	50	20
Assigned Reading: "Training for New Careers"	00	00

TABLE VII

SUGGESTIONS FOR IMPROVING IN-SERVICE TRAINING SESSIONS BY FAMILY SERVICE PROGRAM STAFF

Suggestions	Percentage Responding (N=20)
Change time to ½ day for 5 days	35
Vary composition in discussion groups	15
Increase discussion of operational problems of FSP	20
Other*	30

* Other includes eliminating the session entirely; changing methods of consultant presentation; providing additional consultants, more sensitizing to worker needs, having consultants in discussion groups, providing on-going in-service training.

OPEN-ENDED QUESTIONS #8 & #9

Question #8: In your opinion, how could this training session have been more helpful to you?

1. More discussion around operational problems (i.e. how to involve the Family Aides)

2. Make session shorter.

3. Smaller groups when talking to the consultants.

4. Vary composition of discussion groups.

5. Initial training in a concrete (non-discussion) situation would be more effective - such as living on a small allowance, without adequate cooking facilities, furniture, heat, etc. for a period of time; making budgets of amounts of A.D.C. grants.

6. Weekly discussion groups not to exceed about 2 hours at a time, consisting of family aides, who could invite others as they saw the needs.

7. More practical references to our families.

8. We could have talked about the problems with which we are now involved in our own cases.

9. I think that questions to the consultants were slanted enough to get a slanted response.

10. Being in the home is much more important than talking about being there.

11. FSP policy discussion was forced out while yet prenatal and forming.

12. I would have liked to have heard more from the consultants.

13. More discussion of the limits to the function of the respective members of staff - family aides included - and also those limited to the entire FSP program inherent in "the system," as it were.

14. I don't really think that this training program was useful in the sense that it will make any difference in the way that I act or react to the situations which I will meet. The only way in which this three day period could have been more useful to me is if it had been eliminated and I would have been free to see my families.

Question #9: Additional comments

1. Discussion groups too lengthy.

2. Invite all staff in the planning of training sessions.

3. Very revealing sessions showing the attitudes of staff.

4. Regular short staff development sessions would be more beneficial.

APPENDIX E

SECRETARIAL TRAINING

Secretarial Training -- Follow-up Questionnaire

A. Please briefly indicate your impressions of the Secretarial Training Session.

B. What additional types of training sessions would you like?

C. Please list approximately five things the staff could do to make your job easier. (i.e. Always indicate when they leave the building).

APPENDIX F

LIBRARY SYSTEM

Lane County Youth Project
Training Division
1901 Garden Avenue
Eugene, Oregon
Telephone: 342-4893

LIBRARY SYSTEM

The library is now incorporated into the Training Division in the hope that it will function as a meaningful component of staff training. Currently the library is being reorganized and a circulation system is being designed. Following are the tentative policies for the operation of the library.

1. Cataloging System

   Plans are to catalog all material under a maximum of ten broad headings and use a computer program to provide print-outs and cross references of all materials in the library.

2. Checkout System

   A. All journals, books and training materials are to be checked out and stamped by the Training Division Secretary. Material will be loaned for a maximum of one month and then returned to the library.

   B. LCYP papers, newsletters, etc., will be stored in the library with a few copies of each available on the shelves. Multiple copies of material will be available upon request and are housed in the locked cupboard in the library.

3. Circulation of Materials

   A. All journals, books, or publications subscribed to or owned by LCYP shall be housed in the LIBRARY so that they may be appreciated by all staff. Such material upon arriving at LCYP shall be routed immediately to Carolina Conn to be reviewed and cataloged appropriately. (In all cases they will then be routed to the person initiating the order.)

   B. The Training Division plans to keep an up-to-date listing of all material received by the library and to circulate this information to the staff.

   C. As of October, 1965, journals, books and articles coming into the library will first be reviewed by Carolina Conn. Abstracts of pertinent articles will be made and distributed to staff. Book reviews, where appropriate, will be made and distributed.

4. Acquisition of Library Material

   A. Staff members who feel that a certain book or journal would be a useful addition for the LCYP library should route requests to the Training Division stating name and publisher of material, cost, and a brief statement about the material. This will assure that we do not duplicate orders.

APPENDIX G

ORIENTATION EVALUATION

SESSION III

APPENDIX H

ORIENTATION SESSION - JANUARY 5, 6, 7, 1966

EVALUATION QUESTIONNAIRE

1. In order to plan for future sessions, we would appreciate your feelings about which aspects of the program should be retained and which aspects should be dropped.

	Could be Dropped	Should Be Retained if Time Allows	Should Definitely Be Retained	Left Blank
a) Lane County Youth Project Overview	2	1	9	0
b) Discussion of LCYP Orientation Program	3	4	5	0
c) Philosophy & Basic Assumptions of LCYP	0	1	11	0
d) Role & Strategy of Research and Evaluation	1	1	10	0
e) Agency Programs	2	1	9	0
f) Community Development Programs	1	3	8	0
g) Education	0	3	9	0
h) Youth Employment	0	2	9	1
i) Economic Opportunity Programs	2	2	8	0

2. What aspects of each of the following presentations did you find of particular interest. How could each presentation have been changed to be of greater value to you?

   a) Lane County Youth Project Overview:

   b) Philosophy & Basic Assumptions of LCYP:

   c) Role and Strategy of Research and Evaluation:

d) Agency Programs:

e) Community Development:

f) Education:

g) Youth Employment:

h) Economic Opportunity Programs:

3. Do you feel that this particular training session was worth your time? Please elaborate on your answer.

4. Do you feel, as an employee (or visitor) of the LCYP that a basic knowledge of the total Project effort is necessary for you and your function on the job?

5. Evaluation of Presentation Methods

   a) Do you feel that the content of the presentations given was organized and communicated a "message" to you?

      Yes______No______. Elaborate if possible.

   b) Do you feel that the speakers used too much "jargon" (technical language) which made understanding difficult?

      Yes______No______. Elaborate if possible.

   c) Did you feel the use of visual aids was adequate?

      Yes____No____. Elaborate if possible.

   d) Do you feel that adequate time for discussion was allowed by the speakers?

      Yes____No____. Elaborate if possible.

6. Do you feel that as a result of this Orientation Session you have a clear picture of the philosophy, objectives, and programs of the Lane County Youth Project? Please explain your answer.

7. What amount of time (per month) do you feel you could spend in training?

8. What future training topics would you like to enable you to perform more adequately in your job?

7.G.6

ORIENTATION SESSION - JANUARY 5, 6, 7, 1966

EVALUATION QUESTIONNAIRE

1. In order to plan for future sessions, we would appreciate your feelings about which aspects of the program should be retained and which aspects should be dropped.

	Could Be Dropped	Should Be Retained if Time Allows	Should Definitely Be Retained	Left Blank	Total (N=12)
a) Lane County Youth Project Overview	17% (N=2)	8% (N=1)	75% (N=9)	00	100
b) Discussion of LCYP Orientation Program	25% (N=3)	33% (N=4)	42% (N=5)	00	100
c) Philosophy & Basic Assumptions of LCYP	00	8% (N=1)	91% (N=11)	00	100
d) Role & Strategy of Research and Evaluation	8% (N=1)	8% (N=1)	83% (N=10)	00	100
e) Agency Programs	17% (N=2)	8% (N=1)	75% (N=9)	00	100
f) Community Development Programs	8% (N=1)	25% (N=3)	66% (N=9)	00	100
g) Education	00	25% (N=3)	75% (N=9)	00	100
h) Youth Employment	00	17% (N=2)	75% (N=(	8.3	100
i) Economic Opportunity Programs	17% (N=2)	17% (N=2)	66% (N=9)	00	100

2. The answers to this question were of a confidential nature and are not included.

3. Do you feel that this particular training session was worth your time? Please elaborate on your answer.

--Yes. The material was well presented to give us a "smattering of ignorance."

--Yes, I believe without this session we will never fully understand our job as is.

--Yes, because without it I really wouldn't have the slightest idea of what I was working for.

--It certainly wasn't boring, and I gained valuable insights which will help me in my job. On the other hand, it was an insult to my intelligence, since so much of it could have been covered in handouts, with the proper people available for help if necessary.

--It was definitely to my advantage to participate in this session, as I now understand the basic breakdown of the Project. I also feel this will become invaluable information to me.

--Definitely. There are still many more things that could be said regarding the Project, and now that I have the groundwork laid, it will be much easier to understand LCYP's goals, accomplishments, etc.

--It was interesting. For myself, it was not worth my time because I knew about each program because I had been working at the Project long enough to find out what it was all about. I think that I should have had the session by the time I had been there about 3 to 4 weeks.

--Yes, definitely! I have a greater understanding now of LCYP and its projects. I now have a more enthusiastic attitude toward my small part in the organization and feel a part of it.

--Definitely. It gave me at least a beginning of an understanding about an organization, its goals and methods, of which I had no previous knowledge.

--Yes - although we will not apply most of these areas to our work, the broad picture gives us an involuable perspective on the complexity yet basic single-purpose nature of the whole LCYP.

--Yes - filled needs of overview to my satisfaction.

--Yes, of course. Actually, though, this was the best way we could have become acquainted with personnel and programs of LCYP.

4. Do you feel, as an employee of LCYP that a basic knowledge of the total Project effort is necessary for you and your function on the job?

--Definitely

--Yes, I feel we must know top to bottom in order to start.

--Yes

--I can see where it is valuable.

--Yes, definitely, this will help a great deal.

--Yes, I believe that in order to do a good job in your work, you have to have at least a basic knowledge of the Project.

--Yes, I do for it helps me know what and why I am doing something.

--Yes - I didn't really understand what was going on at all - I have now formed attitudes about it and will be able to more fully discuss and explain LCYP and its function to others - citizens in the community - when they ask about it and just what it is doing and what they are able to do or it do for them. Many people are quite interested in it.

-- Yes

--Yes

--Absolutely

--Yes, for obvious reasons.

5. Evaluation of Presentation Methods.

(a) Do you feel that the content of the presentations given was organized and communicated a "message" to you? Yes or no. Elaborate if possible.

--Yes. In some instances, truly inspiring.

--Yes. I feel each, and as a group, was made to respond.

--Yes. Some was very helpful and others I got nothing whatsoever out of.

--Yes

--Yes. In some instances, yes. In some of the programs presented, however, I was left with nothing.

--Yes. It was given in their own words and not just as a report.

--Yes. Too much organization would spoil or hinder the presentations - Discussion is essential to a point -

--Yes

--Yes

--Yes. Greater need for specifics.

--Yes and no. Some were excellently presented, others were not. The method was good, but not all speakers made best use of it.

(b) Do you feel that the speakers used too much "jargon" (technical language) which made understanding difficult? Yes or no. Elaborate.

--No

--Yes, some used too many technical terms.

--Yes, lots of the terms that were used I did not understand.

--No

--No

--Yes, in a couple of programs, jargon was used a little too much.

--No, it was all very easy to understand.

--No, as a Soc. graduate, I did not think so - most was very explanatory.

--No

--No

--No. Not enough "jargon," I don't like "generalized" language; it is like an empty seashell, if I may be so bold.

--No

(c) Did you feel the use of visual aids was adequate? Yes, no. Elaborate.

--Yes

--Yes

--Yes. This helped me to see what the speaker was trying to say, although he did use terms I didn't understand.

--No

--Yes

--Yes. Definitely. When a speaker is trying to put an idea across, it is much easier for the listener to grasp what he is saying if visual aids are used.

--Yes

--Yes

--Yes

--Yes. Vital in some, used well when needed.

--Yes. I don't think that the use of visual aids is even necessary. People learn without pictures.

(d) Do you feel that adequate time for discussion was allowed by the speakers? Yes, no. Elaborate.

--No. We seemed to run short of discussion time throughout.

--Yes

--Some too much and others not enough.

--Yes

--No. Several people had questions that were unanswered because of the lack of time.

--Yes

--Yes

--Yes. Questions were free to be asked during the speaker's presentation in most cases as well as after the presentation.

--Yes

--Yes

--Yes

6. Do you feel that as a result of this Orientation Session you have a clear picture of the philosophy, objectives, and programs of the LCYP? Please explain.

--Yes. Each speaker seemed to be able to project these things adequately - some in a most dynamic way.

--Explained clearly.

--Yes, because before this I had no idea these agencies existed.

--Yes, I think my understanding is adequate.

--Yes, I now more fully understand the above more clearly. I recognize the help and cooperation needed to make this Project successful.

--In some phases of it, yes. The parts that are confusing will come to me later, I'm sure, when I learn more about them.

--Yes, I do, but no more than I already knew.

--Yes, but I feel, personally, that I would like to know more. I received the basic "stuff."

--No, not a totally clear picture. I would like to actually see the discussed program in action to solidify the understandings I gained in the orientation sessions.

--Yes - no comment - yes.

--Not really, since the indication is that the philosophy, objectives, and perceptions on programs vary within the Project. Polk better as stimulator as to what to look for in individual Project, people's attitudes, and actions.

7. What amount of time (per month) do you feel you could spend in training?

--

--12 hours.

--Two weeks.

--??

--I would like to attend training sessions, but this would have to be arranged some time in advance, as not to interfere with other duties.

--I think at least once a month all staff should get together and go over what has been accomplished, what is in the future, etc. (for the last and preceding month), to keep us well informed.

--I don't need any time for what I am doing.

--About any amount.

--

--At least two hours/month.

8. What future training topics would you like to enable you to perform more adequately in your job?

--

--Psychology - Education

--Employment and what we can do with this.

--I would like to hear a discussion of community resources, or else have the information provided.

--Maybe a detailed discussion of what we talked about for the three days of orientation, as we could have used more time.

--There is not any.

APPENDIX H

EUGENE PUBLIC SCHOOL COUNSELORS'
ORIENTATION SESSION - JUNE 21-22, 1966
EVALUATION QUESTIONNAIRE

Eugene Public School Counselors'

ORIENTATION SESSION - June 21-22, 1966

EVALUATION QUESTIONNAIRE

1. Do you feel, as a visitor to the Lane County Youth Project, that a basic knowledge of the total Project effort is helpful for you and your function on the job?

Yes.

Yes.

Yes, I certainly do. I only regret that this information isn't communicated to the public as a whole. I believe if more could understand the program a way would be instituted to keep it going in spite of federal or state aid.

Yes, I believe, as a counselor, the knowledge about specific functions and goals of each of the sections would be helpful in relaying to the individuals (school children) where other possible sources of help may be found.

Yes. I have been "sensitized."

Yes.

Yes, most helpful. I hope this will prove a two-way avenue to mutual benefit for counselors and youth personnel.

Good background information for variety of ongoing (hopefully) programs.

Very much so!

Yes--it does give me more ideas about how I might be able to use your program next year.

2. Do you feel that this particular training session was worth your time? Please elaborate on your answer.

Yes - except for 1½ hours wasted on the educational phase listening to Owens talk in circles and seeing ourselves on T.V.

Very definitely yes, as I now know many services that are available in the community; as a counselor I will be better able to guide some who have problems that can be aided by this group of services.

Yes. For me I now know of resources to go to help some students I know. When this program becomes more reaching than South Eugene it will be of great benefit to the area where I work.

Yes, from a cursory viewpoint. To get a real understanding I feel more time to each section would be helpful.

Yes. A sharing of new ideas, experiences, results, etc., is always beneficial.

Yes. A sharing of ideas and methods is always educational and in this case valuable.

Yes. It helped me to fit bits and pieces of what I'd chanced to discover about the Youth programs into some sense of unity--gave me the overview I needed.

Yes--program charts and elaboration helpful for future reference.

Definitely!
Question--How can worthwhile findings be assimilated in schools? What avenues of articulation be developed?

Yes - above (answer to No. 1 -- it does give me more ideas about how I might be able to use your program next year).

3. Evaluation of Presentation Methods:

a) Do you feel that the content of the presentations given was organized and communicated a "message" to you? Yes/No - Elaborate if possible.

Yes -- Except for education.

Yes - The speakers were interesting and gave a good overall look at the program to those in attendance, and answered questions on specific details very well.

Yes - I am more enthused about the program and am confident in its work.

Yes - As in question #1, function & role of each division.

Yes - I felt that in the majority the presentations were excellent.

Yes - It is difficult to organize a presentation of this sort; however, the enthusiasm and the informal atmosphere succeeded quite well in getting the "message" across.

Yes - I believe I understand and appreciate some of the goals, obstacles, and processes, as well as the gains, involved in the various Youth programs.

Yes - Combination of lecture, discussion, visitation good.

Yes - The projected long-range view serves as a guideline in respects as to our efforts in prevention & problem solving.

Yes - More research & experimentation need to be carried on to determine the more effective means of working with youth.

b) Do you feel that the speakers used too much "jargon" (technical language) which made understanding difficult? Yes/No Elaborate if possible.

No.

No - They were very clear in their language usage.

Yes - It was easily understood.

No - With one possible exception - initials of projects without any definitions.

No - At times I had difficulty in keeping up with all the abbreviations.

No - It sounds like a "human" program.

No

No - All speakers seemed grounded in fundamental language.

No - It was very encouraging to learn approaches, etc., are in line with emphasis, approaches being developed.
Also insight into new approaches, etc. - Most encouraging; general agreement in philosophy goals.

No

c) Did you feel the use of visual aids was adequate? Yes/No - Elaborate if possible.

Yes

Yes - It was not necessary to have visual aids in abundance in order to make the program interesting--a good job was done.

Yes - The transparency and T.V. were very good & interesting.

Yes - For the types of presentations given.

No - Very few were used & I feel more could be used.

Yes - I'm not necessarily a visual aids fan club member.

Yes

If visitation is considered visual aids! Transparencies used for summary of services was helpful.

Yes

Yes

d) Do you feel that adequate time for discussion was allowed by the speakers? Yes/No-Elaborate if possible.

Yes

Yes - This made the program more interesting--enough time was left for discussion, but not too much.

Yes - I was never bored or felt uninterested.

Yes - I believe the interaction was successful as a learning device, and adequate time was allowed for this.

Yes

Yes - Discussion often means involvement - We were involved.

Yes

No - Sessions were essentially fact-gathering ones - with exception of NYC portion (Employment Center).

Yes

Yes

4. Do you feel that as a result of this Orientation Session you have a clear picture of the philosophy, objectives, and programs of the Lane County Youth Project? Please explain your answer.

Yes - except for the Education Phase.

I have a good idea, but there are so many things going on I'm not sure I will remember all that has been presented.

I have given explanations in other answers. But I will say I am encouraged and hopeful for the program. I hope it reaches out to other areas where there are just as many problems.

I have a broad, generalized concept of the total program with some idea about main emphasis. However, more time would be needed (or handout material) to understand all phases.

Yes

A general idea, yes. A clear picture, perhaps a qualified no. I liked the ideas and I can pursue them further if I so desire.

I'm not certain anyone really has a 'clear picture,' because things are changing so fast. I think I have a clear picture of the obstacles encountered, and I know I have a keen respect for what the people involved are trying to accomplish.

These sessions should be supplemented with further contacts--

Much clearer--

I'm not too sure--but I do intend to be in contact with you during the coming year in order to gain a better understanding of the project.

5. Other Comments:

Real good experience.

I enjoyed this segment of the workshop very much; I found it interesting and worthwhile.

Overall a very worthwhile experience. Excellent presentations.

Thanks

The proportionate time funded for action seems too small in relation to fact-gathering and research.

APPENDIX I

STAFF ORIENTATION SESSION June 23-24, 1966

EVALUATION QUESTIONNAIRE

STAFF ORIENTATION SESSION - June 23-24, 1966

EVALUATION QUESTIONNAIRE

1. Do you feel, as an employee of the LCYP that a basic knowledge of the total Project effort is necessary for you and your function on the job?

Yes

Yes

Yes, and definitely. We, as project staff, must be familiar with the organization, for we are the representatives of the effort, and it is important that we be able to communicate the program to others.

Definitely

Yes. It should be a requirement before an individual gets started on his/her job.

Yes, but also as an employee I feel that a greater knowledge is needed of the division in which you are a part of.

Yes

I feel that the more that you understand, the more you will feel a part of the program and the better you will understand your own job.

Yes

Yes, a basic knowledge is essential. An employee needs to visualize how the project functions as a whole in addition to his individual division function.

Yes. I do, as it is very important to know its beginning, where it is now, where it's going.

Yes

Yes

Yes, the various program components should be utilized by recipients and, of course, knowledge of available components is therefore essential.

Yes I do because if you don't know anything about the Project you wouldn't be any good at your job.

2. Do you feel that this particular training session was worth your time? Please elaborate on your answer.

Yes - added to my previous knowledge

Yes. Because it gave me a basic knowledge of the total Project effort.

Yes, Again! I now have a better understanding of the programs involved and feel that this is important not only from the standpoint of community communication, but also to myself, as a person involved in the effort.

The size and intricacies of the program on the whole demand that some attempt to identify and explore the different agencies and bureaus be made.

It was worth my time. The reasons are many: one is that the training session further acquaints me with the overall objective of the LCYP; another is that it gives a deep insight as to the beginning, accomplishments, and shortcomings of the LCYP.

Yes, I do, although some of the data that was brought out was not clear enough.

The Basic Structure is always important in order that one's feet have somewhat of a concrete platform.

Yes very much so. Like I say, the more you understand the more you will feel like a part of the program. This session does help you to understand more clearly the whole outline of the program.

Only parts of it.

Yes - in giving a general background of the Project's various divisions. It was a very enlightening session.

Yes, it was, as I've been with LCYP for a week and really didn't know a thing about it.

Yes. Don't feel that A-V session Thursday was particularly helpful, however.

Yes

Its value for me was in the opportunity to connect names with faces. I've lived and worked in this community for six years and was employed in a social agency. The history of LCYSB and OEO was therefore not new to me.

Yes because now I have a better understanding about the Project, whereas before I didn't have any idea what it was about.

3. Evaluation of Presentation Methods

a) Do you feel that the content of the presentations given was organized and communicated a "message" to you? Yes/No Elaborate if possible

Yes

Yes

Yes. An informal program which allows discussion and group participation is generally if not always more valuable than a confined lecture period. I approve of the method of presentation!

Yes. I think the "message" can be conveyed only to those citizens interested in their communities' problems.

Yes. The two speakers were articulate and the use of slides enhanced the necessary communications concerning the war-on-poverty program.

Yes. But not the full message.

Yes

Yes. I feel they have done a very complete job in presenting the session.

Yes

Yes

Yes. I think the speakers did a good job of getting the message across.

Yes

Yes

The material was a good overview of two very large and complex organizations.

Yes

b) Do you feel that the speakers used too much "jargon" (technical language) which made understanding difficult? Yes/No Elaborate if possible

Yes. For those nonprofessional employees who have just come "aboard," a more detailed, slower presentation would make for easier absorption; or, perhaps, presentations in smaller segments at a time would be better.

Being so new to the staff, I at times became confused with the initials. But I'm catching on!

No

No

No. A little of everything (jargon, technical language) is good in communicating to trainees of varied educational background.

No. It was given in a very casual way so that it could be understood.

No

No. Not for most of the group. In some cases I might say yes.

No

No. I think it was explained quite clearly. But could have been in more detail if time would have allowed it.

No

No

No

No

c) Did you feel the use of visual aids was adequate? Yes/No Elaborate if possible.

Fewer cartoons & more concrete facts would have been more interesting to me.

Yes

Yes. The Visual Aids presented in the orientation provided a recap of the discussion and involved some humor which always extends the audience attention span!

Yes. But it could be better.

Yes. To a degree. Most was explained in words and there was no need for the visual part of it.

Yes. This helped you to see the outline of the session more clearly.

No. Could have been more interesting and effective.

No. It wasn't particularly helpful

No

No. As I said in Q. 2, the transparencies used on Thursday were not too helpful. They were outdated and negative (??), and did not really add anything.

Fun

Yes. It probably wasn't necessary. The written material we were given could be better organized and more informative.

No

d) Do you feel that adequate time for discussion was allowed by the speakers? Yes/No Elaborate if possible.

Yes

Yes

Yes

Yes

Yes. The speakers called for questions and provided/left time for discussions.

Yes. Discussion was always involved.

Yes

Yes. If an individual needed more information they gave names of persons who could help them on that subject.

No. Limiting the time on each topic including discussion according to priority may solve this problem.

Yes

Yes

Yes

See end

Yes

Yes

4. Do you feel that as a result of this Orientation Session you have a clear picture of the philosophy, objectives, and programs of the Lane County Youth Project? Please explain your answer.

Yes

No. But I do feel that this session will greatly aid me in getting a clearer picture if I remain with the project for a period of time.

I would say that no two-day session could provide the type of "orientation" that I consider adequate. It did, however, stimulate my interest in delving deeper into the program.

Yes--but I've still much more to learn--things will fit more clearly into place in time.

Yes. The Orientation Session now prepares me better to understand my own task.

No. I have just been given a small piece of knowledge and still feel that I know very little.

I feel that it was brief, but well covered. That the overall program is too vast, for such a short period.....for a "clear picture."

Yes.

Got clear picture of the structure of LCYP - a clear picture of the changing image - a clear picture of the programs.

Good start in forming my concept of Project's (total) objective & philosophy.

Yes--although some phases are still vague to me. This did, however, give me a general understanding of the programs.

My picture of LCYP is not very clear at the present. But I'm sure as I work with the project it will become clearer in time.

As clear as can be gained by this sort of presentation. Walk-through tours, exposure to staff of the various divisions, exposure to some recipients would deepen my knowledge considerably.

The presentation alone probably would not give me such a view. But it was good review of knowledge I already had.

My picture of LCYP is still not as clear as I would like it to be.

5. What amount of time (per month) do you feel you could spend in training?

I intend to independently pursue further knowledge of the points mentioned under 4 above; therefore I don't at the moment feel a need for set training sessions.

As much time as I could be allowed away from that switchboard.

Two full days or 4 half-days.

Whatever it would take that would be reasonable and still do good work on your job.

Very little since I have home responsibility.

4 - 6 hours.

10 hours.

40 hours a week.

1 - 2 days.

Training for what? An orientation session of this nature should not be any longer.

6. What future training topics would you like to enable you to perform more adequately in your job?

Discussions of and "progress reports" from various areas of project endeavor, especially along educational and com. org. lines.

Experienced worker - Workers' experience: their evaluation, achievement, and frustration.

I don't know what is meant by this?

All

(Discussion) Inter-division Communication, cooperation.

I would like to be on O.J.T. for Data Processing.

Functions of the LCYS board. Analysis of articles of incorporation, coupled with attendance at at least one meeting would be helpful.

It would seem that most of the jobs in LCYP are so specialized that training of a general nature would not be worthwhile.

7. Other Comments:

Enjoyed meeting other employees.

Not enough donuts?

There is nothing easy in pinning down as to what task a prospective worker is expected to do; nevertheless, attempts should be made to describe responsibilities.

Just general; being talked at is difficult, if it's for a long period & I think follows a law of diminishing returns. Perhaps background and structural material could be put into a brief distributed before orientation, & the time could be used for group discussions--"shoptalk," philosophy, special interests, theory, experiences, etc.

Freedman

Training Div. should indicate what we might expect of them in the way of on-going Training, and whether or not they can assist program chiefs and supervisors in developing in-service training.

APPENDIX J

STAFF ORIENTATION EVALUATION QUESTIONNAIRE

September 1-2, 1966

7.J.1

STAFF ORIENTATION EVALUATION QUESTIONNAIRE

September 1-2, 1966

1. Do you feel, as an employee of the LCYP that a basic knowledge of the total Project effort is necessary for you and your function on the job?

Yes, since I move around quite often, as research, materials operation, etc., I can learn my new assignment easier.

For the specific job I am in, No!

Yes.

Yes, it helps a lot. I had been in the dark about a lot of things. A lot of important (to me) questions were answered in this session.

Yes, I do.

Yes, I think everyone should and do feel that they are very useful on their job or they otherwise wouldn't be here.

Yes.

Yes, in some ways--it does help to know what is going on no matter what kind of business or project you are in.

Yes! I think we need to know who we are working for and some of the people that work with us. To stick together. History to make the future.

Yes.

I learned many things that will be useful in my work. I deal with people who are always asking a lot of questions.Now I can answer them more fully.

Yes.

Yes.

2. Do you feel that this particular training session was worth your time? Please elaborate on your answer.

Yes again--Actually I think this session has exposed me to new topics in which to think about as a possible job when I terminate in materials processing. The jobs and groups talked about,especially COAP and its functions,sound interesting.

Yes. I am or was very interested in the proceedings of this conference as training lession. So it was worth the time.

Yes. It gave me an overall picture of the project, its history--accomplishments and hopes. Also at this time it will help me to identify individuals with the various programs they are working on.

Yes, I definitely do. When I came into this job I knew little if anything about Lane County Youth Project. Now I feel as if I'm part of a great big team. I know that there are many people working for the same basic things as we are.

Yes, I learned a lot of things I didn't know about the project. Just working in one division of the project doesn't always give you the overall picture as well as what the other divisions are doing. I learned a great deal & it was very interesting.

Yes, I think so. Now I understand better what the project as a whole is about in general, at least more than I otherwise would know.

Yes, however, the only part of vital interest was the COAP program. Here I feel that it was unfortunate that Kev did not spend more of his time on it and less on Upward Bound.

It was worth my time as there was so much about the Project I had never heard of before. I was very interested in how it started.

Yes in some areas. But I'm sure it will be helpful later on if not now.

Yes--because now I know what all the departments are & what they do.

Yes

Yes

Yes. Being new to the community, I had little knowledge of the role (past & present) of LCYP and from the session gained much valuable background information which will help me be more effective in my present situation.

Yes--In my particular job as a clerk-typist, I am exposed to routine paperwork; and it is very easy to lose the perspective of the overall project and its goals. The training session is refreshing--no carbon copies!

3. Evaluation of Presentation Methods

a) Do you feel that the content of the presentations given was organized and communicated a "message" to you?

Refer to #2

It told "what gives."

Yes

Yes. Everyone who spoke was well organized and knew what he was talking about but more important--they were interested themselves.

Yes. I liked the idea of the outline form handed out. This way you could follow along on your outline as each division was discussed.

Yes

No. Lectures seldom result in as much understanding as discussions.

Yes. In each presentation I learned something. How it started, what it's doing, and what they hope to accomplish.

Yes. As I said before it might not be now, but it might be helpful later.

Yes

Yes

Yes

Yes. Anybody who believes in his work has a message to give--and those who spoke at this orientation like what they are doing--so I got "their message" because they made it interesting.

b) Do you feel that the speakers used too much "jargon" (technical language) which made understanding difficult?

No. I think the speakers especially you, Mr. Rinehart, made the session exciting and very understandable.

Aver. There was times I felt it was too much but I feel it was average.

No. Some of the "jargon" becomes familiar & now is the time for a new employee to ask about heretofore "foreign terminology" if they do not understand.

No. If there were any doubts I think there were questions about them.

No. I noticed that especially in the juvenile delinquency discussion that the terminology was very down-to-earth and in the language of the kids.

Yes

No

No

In some places yes!

Yes

No

No

No

c) Did you feel the use of visual aids was adequate? Yes/No Elaborate if possible.

Yes. If you are referring to the--*then the use of aids was helpful especially in the future.

No. I wanted to see "Mick's" transparencies.

What VA?

There wasn't much need for them.

No. I would like to have seen the transparencies--just for curiosity sake.

Yes

Yes

Yes

We didn't have any -- It might have helped.

No. Could be that more visual aids might have given clarity to some of the programs or at least have stimulated more audience participation.

No. Perhaps more visual aids would hold the interest (or vary the presentation) of the younger people in the audience.

d) Do you feel that adequate time for discussion was allowed by the speakers?

Yes

Yes

Yes. There was time for questions and now I know who to ask for further info when needed.

Yes. Everyone spoke long enough--and in enough detail that there wasn't many questions to be asked.

Yes. Every speaker asked for questions and all of the questions were answered.

(* word left out)

No

No. Several speakers asked for questions but then went on talking. This did not allow questions to be asked.

Yes

Yes. And the question period also.

Yes. Some of the speeches were too long and some were just right.

Yes. All my questions were answered.

Yes. Time was allowed but not always used.

Yes

4. Do you feel that as a result of this Orientation Session you have a clear picture of the philosophy, objectives, and programs of the Lane County Youth Project? Please explain your answer.

I think this Orientation Session helped even more, but being at the project for over 2 years I did pick up a lot of the basic things, but as I said this session elaborated on the various areas like COAP, for example.

Fairly, yes. This was brought home in a way I could understand.

Yes, for anything this large.

Yes--The general theme is to help others who are underprivileged in one way or another--to create a better understanding among age groups.

Yes, I learned a lot about COAP which I didn't know before and also I got an overall view of the whole project and what it is doing and has done.

No. This to me was just more or less an overall picture. But I don't fully----

I think that I had a pretty clear picture of this before this session so this question does not really apply to me.

I don't think I would be able to say everything is perfectly clear. I did learn quite a bit. Without this session I certainly would have known a lot less.

No! Not a clear picture, but I have to say a better one.

No. Not a clear picture on the session.

Yes--I hadn't realized how big and how complicated this whole project was.

A clearer picture, altho it's a big operation and I still feel fuzzy about some areas. However, these areas have been better identified for me and I have knowledge of places to go and people to see who can clear up my fuzziness.

Yes...as much as can be absorbed in only 8 hours.

5. What amount of time (per month) do you feel you could spend in training?

Check the back of paper #7

(4-8)

This would depend on the demands of my job and my immediate supervisor.

??

??

A week maybe.

This would depend entirely upon the type of training being offered.

Any amount of time would be very helpful.

It depends on the program. But to get most of them together as we have done, I think would be good.

As long as it takes.

I haven't the slightest notion--I don't know in dollars & cents what it costs now nor how much they should spend.

10-20 hours.

Any amount of time would be helpful; the project seems to need more intermeshing of ideas--so clerk-typists, for instance, can feel more a part of the project.

6. What future training topics would you like to enable you to perform more adequately in your job?

Use of audio-visual equipment & techniques.

?

Parents & kids, or, why don't parents try to understand their kids.

This I will have to do in school & through other programs.

1. Staff Organization (techniques)
2. Proposal Writing
3. Interpretation of research findings

Panel discussions
Group discussions

Our job is one big training topic!

At this time I'm not certain. Perhaps a proper form (pattern for reference) for typing reports. By this I mean index--margins--spacing--numbering pages,etc.

1. Group coadherence (what different people in the project feel about others.)

7. Other Comments:

Mr. Rinehart, I became very interested in helping as an aide or something else with the workers in the various groups as COAP. I will only be working in the materials processing room for another month part-time and the cleanup work. But if an opening comes up in which I could work Tuesdays & Thursdays all day (since I go to college Mon., Wed., Friday) I would like to hear about it. Also I would like to work weekends if possible--Also I could help in extra activities (no pay like extra activities).

None

I think this session was a great idea and I think it was well worthwhile!

It was very interesting and I enjoyed it very much. I also met a lot of people I did not know before from the other divisions of the project.

This session was very helpful to me in learning just exactly what was going on in the different phases of the project. Some I had never heard of until this session. When people in the Community ask me questions I now will have more answers than I did before.

APPENDIX K

THE FACE OF POVERTY IN LANE COUNTY

Session One: The Nature and Extent of Poverty

Guidelines for the Panel of Recipients

7.K.1

FACE OF POVERTY IN LANE COUNTY

PANEL - DAY I

Session I - Guidelines for Panel Members

Part I How do you get to be Poor?

1) Born into the Culture of Poverty - Poverty breeds poverty
    1. Emma
    2. Gene
2) Unemployment by Disability and Ill Health
    1. Fae
3) Marginally Employed
    1. Gayle
    2. Glenellen
    3. Jim
4) Unemployed by Lack of Training and Education
    1. Jim

Part II What is it to be Poor?

1) Job Hunting
    1. Murrile
    2. Jim
    3. Gene
    4. George
    5. Bob (dropout)
2) Transportation
    1. Murrile
    2. Gene
    3. Fae
    4. Glenellen
3) Credit
    1. Gene
    2. Murrile
    3. Doris
4) Housing
    1. Doris
    2. Jan
    3. May
    4. Emma
    5. Hazle
5) Food and Clothing
    1. Glenellen
    2. Murrile
6) Medical and Dental Care
    1. Fae
    2. Gayle
    3. Peggy
    4. John
    5. May
7) Marital Conflict
    1. Gayle
    2. May
    3. Murrile
8) Legal Services
    1. May
    2. Murrile
9) Child and Teenage Care
    1. Glenellen
    2. Gayle
    3. Murrile
10) Attitudes of Community and Effect on Children
    1. Glenellen
    2. Gene
    3. Peggy
    4. George
    5. May
    6. Murrile (others as they wish)

PRELIMINARY REPORT

Questionnaire Responses of 168 Attendees of The Lane County Youth Study Board's Presentation of: The Nature and Extent of Poverty in Lane County

(January 12, 1967)

We can see from the attached Table I that Housing, Psychological and Social Aspects, Sources of Poverty, and Transportation provided something new to over one-half of the respondents.

In addition, nearly one-half of the respondents learned something new about Unemployment, Legal Services, and Medical and Dental Care.

Though more persons responded not learning anything new than responded learning something new concerning Job Training, Child and Teenage Care, Education, Marital Conflict, Credit, and Food, at least one-third of the respondents did report learning something new about these areas.

From Table II, we can see that approximately one-half of the respondents became more concerned about all areas, with less than five per cent being less concerned. Approximately one-fourth reported no change.*

Three of the four areas most likely to have brought something new to the respondents produced more concern in over one-half of respondents. These areas were: Sources of Poverty, Housing, and Psychological and Social Aspects.

Problems of Education, Food, Unemployment, Job Training, Child and Teenage Care and Medical and Dental Care created more concern in approximately one-half of the respondents, and a substantial proportion were more concerned with Transportation, Marital Conflict, Credit, and Legal Services.

All in all, it appears, assuming that the 168 respondents represent a cross-section of those attending, that the presentation did provide new information to the public and that this new information did increase public concern with the problems of the poor.

---

* A number of the attendees work closely with the poor and could be said to have been already concerned about the areas.

TABLE I

QUESTIONNAIRE RESPONSES OF 168 ATTENDEES OF THE LANE COUNTY YOUTH STUDY BOARD'S PRESENTATION OF "NATURE AND EXTENT OF POVERTY IN LANE COUNTY"

(January 12, 1967)

	(Reported in Percentages)			
Question: Did you learn anything new about:	Yes	No	No Answer	Total
The sources of poverty	54	36	10	100
Unemployment	45	43	12	100
Job Training	33	49	17	99
Housing	58	33	10	101
Child and Teenage Care	38	45	18	101
Education	33	49	17	99
Marital Conflict	40	45	15	100
Legal Services	45	37	17	99
Medical and Dental Care	44	39	16	99
Transportation	52	34	14	100
Credit	37	46	17	100
Food	39	40	20	99
Psychological and Social Aspects	57	32	10	99

TABLE II

7.K.4

QUESTIONNAIRE RESPONSES OF 168 ATTENDEES OF THE LANE COUNTY YOUTH STUDY BOARD'S PRESENTATION OF "NATURE AND EXTENT OF POVERTY IN LANE COUNTY"

(January 12, 1967)

(Reported in Percentages)

Question: Are you more or less concerned about:	More Concerned	Less Concerned	No Change	No Answer	Total
The sources of poverty	58	02	25	15	100
Unemployment	48	03	29	20	100
Job Training	48	03	27	22	100
Housing	57	02	23	17	99
Child and Teenage Care	48	04	26	21	99
Education	50	02	26	22	100
Marital Conflict	42	02	30	25	99
Legal Services	40	04	29	27	100
Medical and Dental	49	02	25	23	99
Transportation	45	03	29	23	100
Credit	41	04	30	24	99
Food	49	02	26	23	100
Psychological and Social Aspects	54	04	23	18	99

APPENDIX L

THE FACE OF POVERTY IN LANE COUNTY

Session Two: Past, Present, and Possible Future Solutions

Guidelines for the Panel Members

7.L.1

THE FACE OF POVERTY IN LANE COUNTY

Session Two: Past, Present, and Possible Future Solutions

Guidelines for the Panel Members

				In Order of Presentation
1.	Employment (Including how we got in the Programs)			
			Glenellen Morgan	1
			Hazle Stucky	2
			Jim Longbine	3
			Murrile Courturier	4
			Fae Vosgien	5
			Larry Duckworth	6
			Pat Duckworth	7
			Barbara Evans	8
2.	Education and Training			
	a)	High School Completion	Eugene James	1
			Bob Ross	2
	b)	G.E.D. & Tutoring	Pat Duckworth	3
			Gayle Bollinger	4
			May Courtright	5
	c)	Job Finding	Jim Longbine	6
	d)	Classes - Skill Training --Welding--Auto Mechanics --Cooking--Sewing--Arts & Crafts--Driving Education --Health--Budget Management --Upholstery--Decoration-- --Household Repairs and Building Skills-- --Wood Cutting--Clothing Renovation	Jim Longbine	7
			Hazle Stucky	8
			Eugene James	9
			John Yilek	10
	e)	Planned Parenthood and Sex Education	Hazle Stucky	11
	f)	Title V and Career Training, including Certification, Vocational Rehabilitation, and O.J.T.	Murrile Courturier	12
			May Courtright	13
			Barbara Evans	14
			Pat Duckworth	15
			Larry Duckworth	16
3.	Housing			
	a)	Surveys		
		Relocation - housing	Fae Vosgien	1
	b)	Low Rent Housing - Veneta	Eugene James	2

				In Order of Presentation
4.	Child and Teen Age Care			
	a)	Baby Sitting Co-ops and Tot Lots	Doris Tilton	1
	b)	Family Recreation	Hazle Stucky	2
			George Tilton	3
	c)	Day Care Centers (Survey)	Jan Tucker	4
5.	Marital and Child Conflict			
	a)	Counseling		
		Group Counseling (With R. Bennett)	Glenellen Morgan	1
		Parent Study Groups	May Courtright	2
		Family Counseling	Jan Tucker	3
			May Courtright	4
		Child and Adolescent Counseling and Testing	Gayle Bollinger	5
	b)	Legal Services	May Courtright	6
			Jan Tucker	7
6.	Medical and Dental Care			
	a)	Dental Care	Hazle Stucky	1
	b)	Dental and Medical Services	Emma Mosley	2
			Jan Tucker	3
			Glenellen Morgan	4
	c)	Head Start	Glenellen Morgan	5
			Gayle Bollinger	6
			Murrile Courturier	7
	d)	Eugene Speech & Hearing Center	Emma Mosley	8
7.	Transportation			
	a)	Providing Transportation for Recipients	Larry Duckworth	1
			Glenellen Morgan	2
			Bob Ross	3
	b)	Motor Pool	Glenellen Morgan	4
			May Courtright	5
8.	Credit			
	a)	Budget Education	Hazle Stucky	?
	b)	Credit Unions	Doris Tilton	?
9.	Food			
	a)	Co-op	Fae Vosgien	1
	b)	Bank Co-op	Hazle Stucky	2
	c)	Cooking Classes and Food Management	May Courtright	3
			Glenellen Morgan	4
	d)	School Lunch Program	Jan Tucker	5
			May Courtright	6

7.L.3

		In Order of Presentation
10. Clothing		
a) Clothing Exchange	Fae Vosgien	1
b) Clothing Store	Jan Tucker	2
	Peggy Yilek	3
c) Classes (Sewing)	Peggy Yilek	4
11. Community Education		
a) Voters Registration	Glenellen Morgan	1
b) Candidates Fairs	Fae Vosgien	2
c) Volunteer Services		
VISTA	Jan Tucker	3
	Gayle Bollinger	4
N.Y.C.		
C.V.O.	May Courtright	5
d) Mass Media		
LCYP	Gayle Bollinger	6
LCYS Board		
Newsletters	Fae Vosgien	7
Personal Contact		

7.L.4

Questionnaire Responses of 131 Attendees of The Lane County Youth Study Board's Presentation of:

"Past, Present, and Possible Future Solutions to the Poverty Problem" *

(January 19, 1967)

From Table III (attached), we can see that attendees at the second session of the Poverty Conference approved of all five Economic Opportunity Act Programs currently operated by the Lane County Youth Study Board that were listed in the attached questionnaire. Four-fifths or more approved of Neighborhood Youth Corps, Community Organization Action Program, Family Service Program, Project Head Start, and the "Work of the Lane County Youth Study Board in general." Approximately two-thirds approved of Labor Mobility, though if the category "somewhat approve" is included, approval is noted for this program too, by over four-fifths of the responding attendees. The latter program received the least mention in either session, suggesting that the "somewhat approve" response may be related to a lack of familiarity with the program. Disapproval was registered of five per cent or less for all of the above programs, as well as the work of the Lane County Youth Study Board.

Concerning the meeting, attendees were asked to rate the effectiveness of the slides in providing an understanding of program activities and the panel in providing an understanding of program activities.

From attached Table IV, we note that approximately three-fourths of the respondents felt the panel was effective, while slightly less than one-half felt the slides were effective in providing an understanding of program activities. When the category of "somewhat effective" is included, however, an even greater majority find the panel effective and over four-fifths now find the slides effective.

In order to determine the effectiveness of a panel of persons who have experienced poverty themselves versus talks by experts who have been trained in the problems of poverty, attendees were asked how effectively these two methods of presentation would be in providing the public with an understanding of the problems of poverty.

From the attached Table V, we can see that nearly three-fourths of the respondents felt that persons who have experienced poverty themselves would be effective, compared to slightly over one-half who felt that experts trained in the problems of poverty would be effective. When the category of "somewhat effective" is included, however, over four-fifths endorsed both methods of presentation.

Respondents attending the second week session were asked whether or not they attended the previous meeting. Nearly two-thirds of the attendees at the second meeting had attended the first meeting, suggesting sufficient interest was maintained by the first presentation to motivate a majority to return the second time.

---

* The program moderator did not ask attendees to fill out questionnaires they had been given at admittance until some had left the meeting and most were standing preparing to leave. The meeting had run overtime as well. More responses might have been expected had announcements been made and time allotted.

Summary:

Assuming that questionnaire respondents represented a cross section of those attending the two public meetings, we have found that the presentation accomplished the following:

1. Provided new information to the public.

2. Increased public concern with the problems of the poor.

3. Elicited or maintained support for Lane County Youth Study Board sponsored programs and for the work of the Board itself.

4. Used effective methods of program presentation, particularly the panel of persons who had experienced poverty themselves, in providing an understanding of the problems of the poor and program activities.

5. Provided motivation for the majority of attendees at the first meeting to return for the second session.

7.L.6

TABLE III

DEGREE OF PROGRAM APPROVAL EXPRESSED BY 131 ATTENDEES OF THE LANE COUNTY YOUTH STUDY BOARD'S PRESENTATION: "PAST, PRESENT, AND POSSIBLE FUTURE SOLUTIONS TO THE POVERTY PROBLEM"

(January 19, 1967)

(Reported in Percentages)

ECONOMIC OPPORTUNITY ACT PROGRAM:	Approve	Somewhat Approve	Disapprove	No Answer	Total
NEIGHBORHOOD YOUTH CORPS	87	06	03	04	100
COMMUNITY ORGANIZATION ACTION PROGRAM	85	07	05	04	101
FAMILY SERVICE PROGRAM	83	10	01	06	100
LABOR MOBILITY	66	21	04	09	100
PROJECT HEAD START	80	14	02	05	101
THE WORK OF THE LANE COUNTY YOUTH STUDY BOARD IN GENERAL	87	05	02	06	100

* * * * *

TABLE IV

RATING OF PRESENTATION EFFECTIVENESS EXPRESSED BY 131 ATTENDEES

(January 19, 1967)

(Reported in Percentages)

METHOD OF PRESENTATION:	Effective	Somewhat Effective	Not Effective	No Answer	Total
SLIDES	42	40	12	05	99
PANEL OF RECIPIENTS	76	14	02	08	100

* * * *

TABLE V

RATING OF EFFECTIVENESS FOR FUTURE MEETING PRESENTATIONS EXPRESSED BY 131 ATTENDEES

(January 19, 1967)

(Reported in Percentages)

METHOD OF PRESENTATION FOR FUTURE MEETINGS:	Effective	Somewhat Effective	Not Effective	No Answer	Total
EXPERTS TRAINED IN THE PROBLEMS OF POVERTY	56	32	04	08	100
PERSONS WHO HAVE EXPERIENCED POVERTY THEMSELVES	72	15	00	13	100

APPENDIX M

SECOND ANNUAL HEALTH DAY 1966

October 27

Relevant Activities

SECOND ANNUAL HEALTH DAY 1966

October 27

Relevant Activities

9:15 a.m.	"Home Health Care Services"	(Lecture)
10:00 a.m.	"Comprehensive Community Planning for Mental Health Services"	(Lecture)
11:00 a.m.	"Air and Water Pollution and Your Health"	(Lecture)
11:45 a.m. to 12:30 p.m.	Visit to exhibits showing displays on related topics	
12:30 p.m.	"Citizen Action! The Solution to Community Health Problems"	
2:00 p.m. to 4:00 p.m.	Three related workshops	
4:15 p.m.	Summary of workshops	

APPENDIX N - PROPOSAL

ORIENTATION TO YOUTH PROBLEMS: A COMMUNITY TRAINING PROGRAM

7.N.1

ORIENTATION TO YOUTH PROBLEMS:
A COMMUNITY TRAINING PROGRAM

Abstract of a Proposal to be submitted to
OFFICE OF JUVENILE DELINQUENCY AND YOUTH DEVELOPMENT
U.S. Department of Health, Education, and Welfare

Prepared by: D. R. Rinehart, Chief, Training Division, LCYP

ORIENTATION TO YOUTH PROBLEMS:

A COMMUNITY TRAINING PROGRAM

PURPOSE:

The Training Division of the Lane County Youth Project proposes to train persons in community agencies and organizations in order that they might have a greater understanding of youths' problems and needs in Lane County. With this increased comprehension and awareness these trained persons can begin to meet some of the needs of the community's young people.

PROPOSAL:

The Training Division will employ young people to be Youth Consultants to service agencies, civic organizations, industry, business, school boards and administrators, and Lane County Youth Project staff, all of whom need to be concerned with youth problems. These youth consultants will represent youth who have delinquency records, those from minority groups, the school dropout, and the in-school alienated youth. Training will alert community institutions to what youth and their problems are and will encourage them to effect change so as to create new opportunities for all youth.

The young people selected for the position of Youth Consultant shall be between 15-18 years of age and residents of the Eugene area. In addition, they will meet one of the following criteria:

A. In-school alienated youth

B. School dropout

C. Adjudicated delinquent

The Youth Consultants shall be assisted in learning methods of group presentation and shall be provided with extensive knowledge of the groups they will be working with so as to enable them as consultants to understand and communicate better with those groups. Examples of methods to be used in presentation are: discussion groups, panels, trainee-consultant interaction in small groups. These presentations will provide the trainees knowledge of the experiences, ideas, and needs of youth. Post-training discussion groups and seminars will be provided wherein the trainees (without the Youth Consultants) will have the opportunity to discuss their feelings and attitudes towards the target population and hopefully to resolve any hostilies they might have toward deviant youth. These post-training sessions will also give the trainees a chance to consider what action they might take toward solution of youth problems in their own communities.

The evaluation component of the Training Program will include a test of the basic assumptions of the program, as well as an examination of the degree to which the stated objectives of the program have been met.

This training program is consistent with the original goals of the Lane County Youth Project. The Youth Consultants will be used for further training of LCYP staff thus improving services to youngsters involved in LCYP programs. They also will be an integral part of a training program which is designed to help agencies and organizations learn to deal more effectively with delinquency and related youth problems. Through these efforts the Community Training Program can in part fulfill the original commitment of transferability of LCYP programs.

TIMING AND FUNDING:

It is proposed that this program run from June 1, 1966 to December 31, 1967. The funding source is the Office of Juvenile Delinquency and Youth Development, U.S. Department of Health, Education and Welfare.

BUDGET SUMMARY:

(18 month budget)

Personnel............................ (includes-Program Supervisor, Program Analyst, Youth Consultants, and Clerk-Steno)	$ 71,079
Permanent Equipment....................	3,479
Consumable Supplies....................	2,500
Travel.................................	3,020
Miscellaneous (rent, utilities, etc.).	8,097
TOTAL COST....................	$ 88,175

APPENDIX O

ABSTRACT OF INTER-AGENCY COMMUNITY TRAINING PROPOSAL

COMMUNITY IMPLEMENTATION OF YOUTH DEVELOPMENT PROGRAMS IN RURAL SMALL-CITY AMERICA:

An Inter-Agency Community Training Proposal

Abstract of a Proposal to be submitted to
OFFICE OF JUVENILE DELINQUENCY AND YOUTH DEVELOPMENT
U. S. Department of Health, Education, and Welfare

Prepared by: D. R. Rinehart, Chief, Training Division, LCYP

Purpose

To assist in transfer of LCYP programs which have been demonstrated to be effective in the alleviation of problems of certain alienated and delinquent youths and to make program findings available to other rural and small city communities;

To conduct a training program for people from local and other area agencies and institutions, public and private organizations, and municipalities that are attempting to solve similar problems;

To acquaint training participants with LCYP basic programs and how they might be used in other communities, including program development, implementation, and operation.

Proposal

It is proposed that the LCYP Training Division offer a four-phase program designed to (1) disseminate findings of Project demonstration programs; (2) provide observation of ongoing programs which have been adopted by existing agencies in Lane County. Among these programs are an improved system for processing and reporting juvenile court statistics; the training and use of family aides; a trained team of youth consultants, and others; (3) To give assistance in applying these findings to specific communities; and (4) to follow up the initial training institute with a second session for problem-solving and with consultant services where needed.

It is further proposed to conduct ongoing evaluation of this training program as a means of applying Lane County experience.

Training Program

1. General Orientation (two days). This orientation to Lane County Youth Project and its demonstration programs would enable trainees to select those programs consistent with the needs, resources, and capabilities of their own communities and organizations.

2. Initial Training Institute (one week). Sessions based at a LCYP training facility will be conducted by the Training Division's chief and staff. The format will be that of a training workshop, and will utilize presentations, discussions, LCYP publications, etc., to provice an initial overview of the programs involved. Field observations, sometimes using closed circuit television, will be made of programs in action. Consultants from LCYP programs will complete the training session by discussing their programs and answering questions of theory and practice.

3. Community Consultation. At the completion of the initial training sessions, trainees will be equipped with the material and knowledge necessary to begin the planning and implementation of a particular program or programs in their own communities. LCYP consultants will be prepared to assist trainees in applying and carrying out programs at the community level. These consultants will serve in an advisory capacity, working closely with trainees and their staffs. Major emphasis, however, is placed on the need for trainees to implement their own programs. Further observations in each trainee's community will be scheduled on the basis of individual need. Certain programs or communities may require little subsequent training, but others may need added assistance in the handling of unique problems.

4. Secondary Training Institute (3 or 4 days). Having solved certain problems and having begun to see programs taking shape in their home communities, trainees will meet again at the LCYP training facility. At this time they will describe their progress in planning and instituting programs and will share their problems and the steps they have made toward solving them. This cross-fertilization of ideas among trainees has been found to increase a trainee's ability to deal with problems and to stimulate isolated workers. A secondary training institute also allows the basic concepts, priorities, and goals of successful programs to be stressed again and assists trainees to achieve an objective view of the overall program.

Timing and Funding

It is proposed that this program operate from March 1, 1967 to March 1, 1968. The suggested funding source is the Office of Juvenile Delinquency and Youth Development, U. S. Department of Health, Education, and Welfare.

Budget Summary

For 12 months:

Personnel (Program Director, Program Analyst, Training Assistant, Clerk-Steno, Training Consultants) - - - - - - - - - - - - -	$45,910.00
Trainees (partial subsistence and transportation allowances for 300 trainees) - - - - - - - - -	16,800.00
Consumable Supplies - - - - - - - - - - - - - -	2,000.00
Travel (Staff) - - - - - - - - - - - - - - -	3,715.00
Miscellaneous (rent, utilities, publications, etc.) - -	8,913.00
Total Cost - - - - -	$77,338.00

APPENDIX P

ABSTRACT OF "TRAINING MATERIALS DEVELOPMENT PROJECT"

TRAINING MATERIALS DEVELOPMENT PROJECT

(Supplemental to Community Implementation of Youth Development Programs
In Rural Small-City America: An Inter-Agency Community Training Proposal)

Background

Through three years of Lane County Youth Project demonstration programs, the Training Division used experimental in-service training to a considerable degree both in staff orientation and as a component of staff development programs. These training sessions led to the development of many new training methods and techniques. Panels of clients, for example, interacted with staff around specific issues such as crime and delinquency, unemployment, dropping out of school, and poverty.

For the most part, these experiences are unrecorded, but they should be captured for dissemination in the form of cogently presented and valuable training materials. A wealth of information is available to be put in written or taped form which could then be used by other communities where staffs are in need of training. The knowledge and training techniques gained through LCYP could be of incalculable benefit for municipalities which have neither the time nor the money to develop training materials of their own.

Proposal

It is proposed to prepare training materials which would provide vital assistance to persons working in correctional settings:

--Community-based correctional services; i.e., law enforcement, courts, probation and parole departments.

--Institution-based correctional services; i.e., training schools, intermediate institutions, penitentiaries, and half-way houses.

TRAINING MATERIALS DEVELOPMENT PROJECT

Specific training materials will be packaged for different staff levels and emphasis will be put on those materials and techniques to help train persons of diverse educational and/or experiential backgrounds.

--Administration
--Supervision
--Practicing

As a component part of community program development, this proposal to develop training materials would prove a valuable adjunct to an inter-agency community training proposal planned for submission to the Office of Juvenile Delinquency and Youth Development.

Timing and Funding

It is proposed that this program operate May 1 to September 1, 1967. The Office of Law Enforcement Assistance has shown an interest in funding this project. The budget would be $8,727.61.

ED019611

RURAL
CORRECTIONAL STAFF
AS AGENTS OF
COMMUNITY CHANGE:

–Developmental guidelines for the implementation of staff training programs for rural community based correctional personnel

APPENDICES

VOLUME II

LANE HUMAN RESOURCES, INC.
1901 GARDEN AVENUE
EUGENE, OREGON 97403

APPENDIX A.2(e)

1965 JUVENILE COURT PROCEEDINGS

"Impact of Innovative Correctional Treatment"

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SUM [illegible]

PROCEEDINGS

THEME: THE IMPACT
OF INNOVATIVE
CORRECTIONAL TREATMENT

[illegible]

August 16th through 20th, 1965

JUVENILE COURT
SUMMER INSTITUTE
1965

OREGON JUVENILE COURT
JUDGES ASSOCIATION

The Honorable William S. Fort, President
Lane County Court House
Eugene, Oregon

COMMITTEE ON TRAINING
AND RESEARCH

The Honorable Edward Leavy, Chairman
Lane County Court House
Eugene, Oregon

DIRECTOR

D. R. Rinehart, Training Chief
Lane County Youth Project
Eugene, Oregon

ASSOCIATE

Kenneth Polk
Department of Sociology
University of Oregon
Eugene, Oregon

ADMINISTRATIVE ASSISTANT

Carolina Conn, Training Assistant
Lane County Youth Project
Eugene, Oregon

GUEST SPEAKERS:

Arthur Pearl, Associate Director, Research, Center for Youth and Community Studies, Howard University, Washington, D.C.

Charles Brink, Dean, School of Social Work, University of Washington

PANEL PARTICIPANTS:

John Hungate, Director of Special Services, Clark County Schools, Vancouver, Washington

Lyle Newport, Area Supervisor, Juvenile Parole Services, Division of Juvenile Rehabilitation, Spokane, Washington

Dale Swenson, Superintendent, Luther Burbank-Martha Washington Schools, Division of Juvenile Rehabilitation, State of Washington

WORKSHOP LEADERS:

William Callahan, Family Living Supervisor, Cascadian Diagnostic Center, Division of Juvenile Rehabilitation, Tacoma, Washington

Jack Ellis, Delinquency Prevention Consultant, Division of Community Services, State of Washington

Gerald Jacobson, Assistant Director, Lane County Juvenile Department, Eugene, Oregon

Robert Lee, Case-Aide Supervisor, Lane County Youth Project, Eugene

Richard McDevitt, Coordinator, Economic Opportunity Programs, Lane County Youth Project, Eugene

Ross Peterson, Delinquency Prevention Consultant, Division of Community Services, State of Washington

RESOURCE SPECIALISTS:

Carolina Conn, Youth Worker, Central Lane YM-YWCA, Eugene

Jewel Goddard, Director, Lane County Juvenile Department, Eugene

Paul Laughter, Juvenile Law Enforcement Consultant, Division of Community Services, State of Washington

Kenneth Polk, Director, Research and Evaluation, Lane County Youth Project, Eugene

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FOREWORD

These proceedings describe the eighth annual Juvenile Court Summer Institute which was held August 16-20, 1965, at the University of Oregon campus, Eugene, Oregon. The Institute was sponsored by the Oregon Juvenile Court Judges Association and the University of Oregon. The theme of the conference was "The Impact of Innovative Correctional Treatment."

There were 141 Institute participants representing some 25 counties in Oregon, Washington, and Idaho. Participants came from juvenile courts, law enforcement agencies, schools, correctional institutions, courts of law, and youth agencies.

The Institute provided an opportunity for persons of various professions, interested in youth problems, to come together for a week's learning experience. A wide selection of speakers, panel participants, workshop leaders, and resource specialists was provided to give the participants the chance to broaden their experience.

MONDAY 8-16-65 (Rm. 221)	TUESDAY 8-17-65	WEDNESDAY 8-18-65 (Rm. 221)	THURSDAY 8-19-65	FRIDAY 8-20-65
9-9:30 Greetings: Hon. William S. Fort 9:30-9:45 Theme: "The Impact of Innovative Correctional Treatment" D. R. Rinehart SESSION I 10:00 - 12:00 "Using Products of Social Problems to Solve Social Problems" Arthur Pearl	Field Observation a) Eugene Police Dept. 777 Pearl Street Eugene, Oregon b) Employment Training Center 2660 Oak Street c) Lane County Juvenile Department 2400 Patterson Rd. d) Central Lane YM-YWCA 2055 Patterson St.	9-12:00 Panel "Communication with Correctional Clients" a) John Hungate b) Lyle Newport c) Dale Swenson --Moderator-- Jack Ellis	Workshops 9-10:00 SESSION III a) Rm. 215 b) Rm. 216 c) Rm. 306 d) Rm. 319 e) Rm. 211 f) Ganoe Lounge 10:00-10:30 Break 10:30-12:00 SESSION IV (Continuation of Workshops)	Workshops 9-10:00 SESSION VII a) Rm. 215 b) Rm. 216 c) Rm. 306 d) Rm. 319 e) Rm. 211 f) Ganoe Lounge 10:00-10:30 Break 10:30-12:00 Rm. 221 Evaluative Seminar William Callahan Jack Ellis Gerald Jacobson Robert Lee Richard McDevitt Ross Peterson - Moderator 12:15-1:15 Luncheon (Ganoe Hall) AWARDING OF CERTIFICATES (D. R. Rinehart)
Field Observation: 1:30 - 5:00 a) Eugene Police Dept. 777 Pearl St. b) Employment Training Center 2660 Oak Street c) Lane County Juvenile Department 2400 Patterson Rd. d) Central Lane YM-YWCA 2055 Patterson St. Evening No Host Social Hour	Workshops 1:30-3:00 SESSION I (Continuation of Workshops) 3-3:30 Break 3:30-4:30 SESSION II (continuation of Workshops)	Field Observation: 2:30-6:00 (including dinner) to be announced	Workshops 1:30-3:00 SESSION V (Continuation of Workshops) 3-3:30 Break 3:30-4:00 SESSION VI (Continuation of Workshops) EVENING Harris Hall (Courthouse Auditorium) - 7:30 Speaker - Charles Brink "New Trends in Prevention of Social Problems"	

GREETINGS

The Honorable William S. Fort, President

Oregon Juvenile Judges Association

If you will examine your program, ladies and gentlemen, you will notice that it allows from 9:00 to 9:30 for greetings. Thus, you'll understand the long history of being late on the first morning, because nobody can extend greetings for a half-hour. I thought perhaps for those of you who have not attended any of these sessions before, I would take just a minute or two to give you some of the background out of which this program originated. This might be of some help in understanding the objectives of both the University and the Juvenile Judges Association in holding this annual Institute. The Juvenile Court Summer Institute, for those of you who may not know it, is the oldest institute of its kind in the United States. It was the first of this type of institute to be sponsored and developed on a local level, and on a continuing basis. We are now entering our eighth consecutive annual session. It should be apparent to you who have attended the session in years gone by, that it is a valuable and a worthwhile opportunity to meet together with other people who have the same general interest and concern in youth and its problems presented today in our society.

The Judges themselves originally induced the University to establish the Institute. Thus, it was a result of about a year and a half or two years' effort on the part of the Juvenile Judges which led to the establishment of the summer Institute. This grew out of the conviction of the Juvenile Judges of this State that in the first place they themselves needed instruction, and in the second place there was a very real and deep need for the continuing opportunity for people in various disciplines who deal with aspects of the overall problem of the adjustment and correction of youth in our society to meet together in an environment and upon an occasion where there was no pressure to resolve the problems of a particular case; also, to give perspective as well as a learning opportunity in attempting to understand the problems of each others' agencies. That includes the courts, the schools, the police, the welfare department, the juvenile departments, and all other agencies which have a primary interest and responsibility in these problems.

I think I can safely say that as far as the Juvenile Judges are concerned the program has been more successful over its lifetime than any of us envisaged when it was started. We feel this is due entirely to the interest of the people in the various fields who work with youth. We do think, and this year is no exception, that in having brought to the University outstanding authorities in all phases and fields of juvenile corrections, and juvenile problems in general, the Institute has done a great service. If you were to go back over the roster of people who have taught at these sessions and worked with the students in the past seven years, you would, I think, agree that there has probably been no institute which has been carried on in the U.S. during that period which has attracted the caliber and leadership, from a teaching standpoint, which this program has had to offer.

Another thing which distinguishes this Institute from any I am familiar with in the U.S. over the years is that it has never been supported by any grant at any time from any agency. Many of the juvenile institutes throughout the U.S. which have been held in a great many states have been supported by grants of one kind or another. At the time we began attempting to get this Institute set up, funds were not available for grants of this type. The President's Committee didn't exist at that time. As far as we knew, it hadn't even been thought of. None of the HEW funds at that time had begun to be channeled to areas of this sort. We have found that it has been able to support and maintain itself, and we think this is the way it ought to be operated. For this we are grateful to you and your predecessors here. We think too that the best measure of the value of the program is found in the fact that both agencies and students are willing to pay from their own funds tuition and board and room to attend it. It is a far better measure of whether it is doing a constructive job than would be true if people were given grants or were paid to come.

We have been very grateful to the University for allowing course credits to be given for the Institute. This was not true, if I remember correctly, in our first two years. Because of the high caliber of the programs, the Institute then became an opportunity for student credits. We have been very grateful to the University for its sponsorship. Certainly from the beginning it has been not only cooperative but actively has encouraged the development of this program.

This year's program in one vital respect is to be no different from any of the others. You are going to get out of it what you put into it, no more, and, I hope, no less. I notice from the program schedule, as will those of you who have attended previous institutes, the format is somewhat different this year in that this is the first year that there has been a real effort made to experiment a little with something in the nature of what's referred to in your program as "field observation," an opportunity to visit under a supervised and structured program some of the agencies in this area. This was not done by your program committee because it thinks the programs which happen to be in the Lane County area are necessarily of any more interest or significance than others to be found in Oregon or Washington, but for the obvious reason that geographically there are no others that are close enough for us to take you to.

We hope that when you leave you will be able to make suggestions to us and to our director, Mick Rinehart, which will enable us to improve the quality and content of this program each year. I feel sure that you will find the experience to be as valuable and worthwhile as most of the students have who attended it in years previous. Thank you.

GREETINGS

Dr. Kenneth Polk

Department of Sociology, University of Oregon

I would like to welcome you to the Juvenile Court Summer Institute on behalf of the University of Oregon. On this occasion of my fifth Institute, I want to underscore the role that the Institute is going to serve in the future as well as the present. The experience we have gained from the Institute is coming to play a very important role in our thinking on how to train people. Most of us who are working with innovations in correctional treatment are inevitably concerned with the question of training. The Institute has provided a testing ground for certain kinds of training, especially training geared to reach people who come from a variety of backgrounds.

I have been excited over the past few years about the extent to which the Institute requires a change in the university instructional model. The university is pretty much geared into a B.A., M.A., Ph.D pattern on instruction, which is very nice if you are living in the world of the 1880's and you are interested in producing scholars or gentlemen. The problem is today that we don't produce scholars, and there is a little question in my mind that the men we turn out are gentlemen. Therefore, there is a question as to the appropriateness of that B.A., M.A., Ph.D model for the world of 1965 or 1975, particularly when the world out there is changing very drastically. I think that I have always been excited by the Institute because of the attempt on the part of the university to contend with the realistic needs of people out in the corrections field, people who need a different kind of model. Most of you are in positions where you cannot run off and take two years of training, particularly much of the nonsense that passes for "professional" training. We need, therefore, to develop new training models.

In my opinion, what we are going to see coming in the next few years is the expansion of institutes like this one, expansions that include new thinking on how people come to assume professional careers. This theory may become one of the central issues of the near future. A whole new thinking process is developing as to what the correctional professions require, as to what is appropriate, and how we go about providing this training. The universities as well as the professions need both to examine and to experiment with this problem.

We have an individual coming to speak to us this morning who I think is one of the best in the field. Art Pearl has gone through the process that many of us had to go through -- first starting with a kind of professional bias, then going out and developing programs on the basis of this background of professional training, and then finding out they don't work very well. Well then - what do you do? What most people do is argue that if they only had more money they could do a much better job. So instead of writing for the $50,000 grant next time they write for $100,000. But some people say that maybe those ideas are inappropriate, maybe we ought to try some new ideas and maybe we ought to test them out. Arthur Pearl has tried some of these new ideas, some different ideas, and he's going to talk with us this morning about some of these, what happens when they are applied, and the implication these might have for our collective futures.

"LAYING FOR WHITEY"

Dr. Arthur Pearl

School of Education, University of Oregon

Violence in the streets is a terrifyingly real phenomenon today. It is important that so crucial a problem be carefully analyzed and effectively controlled. How is it that the violence which has taken place in Los Angeles, Chicago, and very likely in Portland, Seattle, San Francisco, and Philadelphia, comes about? Why does it happen? What implications does it have to our activities?

It is not really too hard to understand why such things happen. It is more difficult to understand why the Portland OREGONIAN expresses surprise over the magnitude and extent of the hatred of a disfranchised and alienated population against dominant society. Alienation is a process taking place not only among the disadvantaged Negro, Mexican-American, and Puerto Rican, but to a large extent among all adolescents who are exiled from the "establishment." This is why we can find not only the havoc that takes place in Los Angeles, but also the destruction of property in Seaside. Unless we can understand why violent eruptions occur, it does not make much sense to continue to employ devices which have yet to prove effective to meet the problems. For not only are current preventive measures ineffective, but they tend to become part of the problem.

Alienation in a changing world produces part of the problem. Alienation takes place when, for a variety of reasons, a population finds itself in a state of powerlessness. This is true of nearly all youth. Not so long ago young people began to assume responsibility at a very early age. In Old Testament times a boy came of age at 13 because he was expected to assume responsibility and attain a sense of worth from being a contributing member of society rather than an enforced dependent upon it. Nowadays a young person has a prolonged sense of impotence extended through his mid-twenties. Adults continue to exercise punitive control when a young person refuses to respond in ways they deem appropriate. Our youth must abide by rules imposed on them by adult authority over which they have no say and in which they find very little meaning. They are told when they must go to bed, by way of curfew; they are told at what age they may drink; they are asked to conform to a sexual code which they feel (with considerable evidence) that we do not abide by ourselves. They may argue, with considerable evidence of scientific validity, that marihuana is no more harmful to the organism than cigarette smoking. But we impose severe penalties on persons possessing marihauna, and this now becomes another influence of colonial imposition by an adult authority on a "captive" people. Not only is our youthful alienated population indignant about the lack of meaning in many rules imposed on them, but also poor youths fail to perceive a connection between conformity and ultimate rewards. There is no payoff in the investment. It is one thing to tell a middle class youth that if he abides by the rules of the game there is a place for him in our society. He must go through the ritual of high school, on through college, on to certification procedures, and eventual employment as a doctor, lawyer, teacher or businessman and so achieve a recognized status in society. You can't tell the disadvantaged Negro, who attends a school which discourages advancement to a college education, that conformity will bring success. All that you can tell him is to stay in school so he can be an unemployed high school graduate. If this is all we have to offer, don't be surprised if there is somewhat less than total enthusiasm for our programs. Our school system and our menial economic dead-ends are denying the disadvantaged population any feeling of reward, of gratification. The whole institutional structure seems to aim at demeaning him. The urban poor are degraded by their welfare workers and continually subjected to humiliating investigations. They are degraded when they go for employment counseling and are made to feel lazy and inadequate when in essence the service is inadequate and the laziness can be better attributed to the case workers than the person seeking work. Most of all they are totally humiliated and degraded in their school experience. There they are told day after day that they are stupid and incompetent and worthless, and yet they are forced to return day after day to more of this meaningless punishment. These forms of degradation build a wall between the disadvantaged population and broader society. The OREGONIAN, in an editorial, somehow gave the impression that things are getting better for Negro youth. But there is not evidence to support this at all, and, in fact, the situation seems to become worse. The gap between median income of Negro families and white families has in fact increased every year since 1939. Now this is not an unmixed picture, because, for a Negro with a high school education or less, times have never been as bad as they are now. This has not come about through any kind of plot against Negroes, but is simply a factor of the technological changes taking place in industry. In the late 1930's to the early 1950's the unskilled Negro had the best opportunity in his history to enter industrial society. He was able to work on the assembly line, help build the ships, and otherwise become part of the complex of industrial work. But it is precisely these jobs which automation has most reduced. The jobs which were made available to the Negro in the late 1930's have been taken away from him in the '50's and '60's. And herein lies much of the problem. While we have had machines eat away at the unskilled labor market, the new opportunities which they create are largely for persons with college educations and we have systematically denied Negroes a college education in a variety of ways. Let me tick off some of the ways we have denied college opportunities to Negroes. To cite the evidence from Patricia Sexton's book, Education and Income, the poorer you are, the poorer education you get by any kind of standard; poorer buildings, low-paid, less well-trained instructors, more crowded classrooms, fewer and older books. Now is this the total picture? Because, in addition to the concrete disadvantages, the poor suffer from differential education. We have decided, as instrumentalities of the state, who shall be educated and who relegated to academic limbo. We do it on the most tenuous of grounds: I.Q. testing and teacher impressions. We have decided that disadvantaged persons are not as educable as advantaged persons, and we cease to educate them. To give you concrete evidence of this, in Washington, D.C. at one high school which is attended almost exclusively by poor Negroes, where the median income of the families which the school draws from is less than $4,000 a year, 85% of the students are placed in a non-college curriculum. In other words, we have decided that six of every seven children of this school are not college material. Anutus High School in Washington, D.C. has an almost 100% white student body and the median income of families surrounding that school is over $10,000 a year; 92% has enrolled its students in college bound curriculum. More than nine out of ten children of these affluent white families are considered to be college material. There could be no more explicit way of closing off the opportunity structure than to shunt them into non-college preparatory courses. A college education was not the only entry into the opportunity structure a few years ago. There were many alternatives; many avenues into our society have been and are now being closed off. A person could advance by starting as an unskilled laborer and by applying sufficient dedication and skill. This is no longer possible. Henry Ford could no longer hire people with the same starting qualifications that he had, for other than menial dead-end positions. They couldn't get inside his factory. But nonetheless, the opportunities for advancement for an unskilled laborer in an establishment are effectively blocked off and this is not only true in the private sector but in the public sector. Some public agencies have directors who would not meet the minimum qualifications for entering a professional position today. In other words, they couldn't get into the businesses that they are now directing. We fail to realize that we have structured out of the running, through the credentialling process, a great number of persons who will never have a chance to exercise their abilities. Entrepreneurial enterprise which didn't take much capital to initiate a few decades ago afforded an avenue to success for the ambitious poor. Many of the great businesses of this country can trace their founding to men possessing very limited capital. Changes in technology and mobility have made it nearly impossible for the person with limited capital to compete effectively with larger establishments, so entrepreneurial enterprise is no longer a means by which any sufficient number of persons can effectively enter the system.

Changes in credentialling procedures have largely closed the fields of health, education, and welfare to the poor. This wasn't true too many years ago. Many people with limited training skills and experience could, in effect, learn as they worked. Ralph Bunche said that the teacher who had the most profound effect on him had begun her teaching career with only an 8th grade education. That person couldn't enter this field now, and the same is true in parole, probation, and social work. You find that a person can't make a start without going through credentialling procedures which effectively lock out the poor. They are denied an education and told that without it they can't even get in the front door. It's this kind of dilemma that we are continually presenting the poor.

The ghetto existence also continues to show problems of poverty. The ghetto existence is a much more vicious phenomenon than it was in the past. The problem in Watts, the problem in Chicago, resides in the fact that the ghetto is no longer a transitional preface to entry into dominant society. The ghetto is no longer a place in which a population resides temporarily before it moves into the broader stream of society. The ghetto no longer provides cultural and sponsorship support to the population. The ghetto is enforced from the outside, and it is a miserable imposition on a population that has been despised and forced to surrender to rules which it never bargained for. Each year we keep talking about how much more difficult the problems are, without trying to attend to them. Locking people into the ghetto existence, locking them into menial jobs, means "locking them out" of equalities in a broader society. Locking people into a ghetto existence means a poorer education, a greater association with others, a segregated school experience (with no neighborhood contact with teachers and other school personnel), a continual confrontation and abrasive relationship with "outsiders" --police, welfare workers, and merchants. The ghetto existence denies access even to the limited job opportunities. The tragedy of poverty is that the poor are locked out of the fastest-growing industries -- health, education, and welfare. These are the important growing industries of our country. Here is where there is a 67% growth since 1947. Here, by mere population extrapolation, you can project even greater growth in the next decade. By 1975, there will be 119 million people in this country under the age of 25 and most of them will be going to school. Very likely there will be a marked reduction in pupil-teacher relation, so instead of the 2 million teachers we have now it wouldn't be out of the range of possibility to need ten million teachers in ten years. Where are we going to get them if we don't open up the doors to the population which is now effectively locked out? We can make the same case for health, education, probation, parole, social work, recreation, and the other careers needed to provide increased services to an expanded population.

And in our search for solutions to social upheaval, we have failed to recognize that to a large extent, for the poor Negro, this has been a nightmare of a decade. For many of the Negro poor, talk of civil rights has no relevance to their struggle to exist. They are not concerned about the right to be able to live in an area where they can't afford to buy, to frequent public establishments which they can't afford to patronize, to have the right to vote for candidates that are going to misrepresent them. The Negro poor wants, first and foremost, jobs and then an opportunity for a career. They want to have the same opportunity for advancement that everyone else has and which they have been effectively denied in the whole course of their existence. They are sick and tired of cleaning up "Mr. Charley's" house. They are sick and tired of doing those jobs that the white man doesn't feel it fit to do. They are sick and tired of public service, private household service, and sick and tired of being janitors, dishwashers, car washers. They want the same rights, the same jobs, the same kind of good life. They want access to the good life as much as every person in this room does. They will refuse to accept second class citizenship no matter how it's packaged or how it is labeled. Many persons who understand the frustrations of poverty in the ghetto refuse to recognize that many of our attempts at alleviation only complicate the problem. We persist in the idea that punishment is an effective deterrent; and all we have to do is to pass a law and somehow problems will disappear. For example, we as a nation have taken this position that addiction to heroin is a terrible thing and should be discouraged by laws which call for severe penalties for illegal possession of this drug. The logical thing for the addict to do then is to turn to some other psychoactive agent like the amphetamines or barbiturates which have similar physiological effects, and this of course has happened. As a consequence, new laws have been passed which call for long prison terms for those convicted of illegal possession of amphetamines or barbiturates. The addict then turns to things like glue to get his kicks. Society can then entrust police to raid toy shops and pick up every vial of airplane glue; and I guess when we reach the point that we have to get gasoline by doctor's prescription we will recognize the futility of attempting to deal with a social problem solely through the threat of punishment.

The concept of punishment as an effective deterrent is further complicated. Locked-out populations may look upon punishment as reward. Some experimental findings have bearing here. It is easy to establish avoidance conditioning in rats. A light can be flashed before a shock is delivered to the rat, and now the rat, having determined the relationship, will heed the warning and take his foot off the terminal and avoid the punishment. Punishment with rats is an effective deterrent. However, when a similar procedure is used with Harvard students, many of them passed out because they thought it was an experiment on an ability to accept pain, so they held the terminal as if their manliness depended on it. Something analogous to this occurs with deviant groups. They are rewarded by attention and reputation when we insist that they are being punished by trial and imprisonment. Delinquency may be a means by which a person attains status, and may also be the only way of a change which does not relegate him to being a non-person. Empey has set up a series of projects in Utah through which he thinks it is possible to transform delinquents into non-delinquents by continually impressing on them the non-utilitarian nature of delinquent ways; he uses peer groups as agents of sanction to punish persons every time they engage in a delinquent act. I think that is not enough. It is also important that a structure be created that allows people to adopt different ways of life. If we lock persons out without providing a payoff for conformity to wholesome existences, then there is no reason to expect that they will perform desirably. It's our job to open the system. It's our job to augment punishment for deviancy with institutional support for acceptable behavior.

Now how does one open a system? It is a particular problem to open up a system for a population that up to now has been totally alienated and locked out. I think we begin first of all to determine what this population is capable of doing. Are they already fit to lead effective roles in our society, or totally unfit? Is it possible that disadvantaged persons, by the very nature of their experiences, have generated certain skills that could be utilized for profit? We now train middle class persons to understand poor youth. Could we possibly train youthful poor to take over some of the functions and skills that we reserve to middle class, white persons? Aren't there some things that a teacher does, a probation officer does, a social worker does, a doctor does, that a person with limited training and skills could do just as well? Wouldn't it be possible, after they have mastered an entry position in one of these fields, they might move up to more skilled tasks?

Delinquent youths in institutions which employ group therapy and other forms of counseling are quick to master both the concepts and terminology of these processes. Now why isn't there a way for a person who has served his term in such a therapeutic community to play a role which utilizes his knowledge after he has served his sentence? There is some evidence that they do quite a good job. In the state of California, some paroled men have been hired to perform semi-professional roles in research and group therapy, utilizing skills which they acquired while serving their sentences. But by and large, we operate in just the opposite way: a person who has served his time is declared ineligible for any responsible role. We structure him out by law and by agency practice. He continues to pay his penalty for the rest of his life, for we effectively force him back into delinquent occupations by denying him any other opportunity. And at the same time, we have a scarcity of qualified persons to staff the programs which could use the skills and knowledge of the ex-convict. We're planning for more group counseling programs, yet where are we going to get the professionals to function in them?

Why is it that, in places such as Job Corps Centers where there is a scarcity of personnel on the dorm counseling levels, this population isn't looked at as a possible resource? I think it is important to recognize that even where we have opened the door to intake positions this will not suffice. One can be dead-ended in a human service just as one can be dead-ended as a janitor or domestic.

Opportunities for upward mobility must be created with the chance to continue to function within the system and move up, as well as the chance to obtain the necessary credentials for involvement of the disadvantaged in social services. For example, we can look at education in more flexible ways and we can begin to give credit to people for what they learn on the job, and not necessarily limit credit to courses taken. I would suggest that we introduce the poor as aides in schools. We would define a relatively low-level position, which a person with minimum experience could perform, and as he functioned under the supervision of a professional he would begin to get credit for his experience and increasing skill and knowledge. In addition, if he were to take courses at a college or a university to supplement his practice within two or three years, he would advance from aide to assistant and increased responsibility. This sequence of three years of experience and academic work could be extended to the rank of associate, and finally full professional status. Such career sequences could be established in recreation, parole, etc. Each step in the sequence would constitute a career landing in which a person could remain if his abilities or motivation did not incline him to higher roles, while anyone sufficiently capable and motivated could move on up to ultimate professional status. I'm sure that many of you are thinking "That sounds all right, but it would never work with the kinds of people we have to deal with. With unsocialized youth you must first of all teach the basic rudiments of discipline before they can perform in a society." But I would say that first of all they need to be given an identity, roles which will allow them a sense of worth and self-respect before they can now be expected to perform in that society.

Many people believe that you couldn't possibly extend these kinds of opportunities to the people who looted the stores in Watts because they would destroy professional standards; they would engage in irresponsible acts because they lack the basic rudiments of discipline. Now I argue that they do not lack rudiments of discipline. There is no evidence of this and if one were to observe certain parts of their lives it would be apparent that they do not lack for discipline. When they play baseball they have no difficulty in knowing where they bat in the batting order.

They have very little difficulty in a basketball game in knowing when to shoot and knowing when to pass off. This is much more disciplined activity than we have acquired as passive students. They have very little difficulty in knowing what time to show up at a dance, or at other events in which they have investments. What we really should be concerned about is not a lack of discipline, but lack of investment in our systems. Why should they get to class on time? Why should they conform to rules which simply have no meaning for them? What payoff do they realize by subjugating themselves to us? I will submit they have none. Consequently, we make an inference of lack of discipline where a much better inference would have been that we have not established a system in which people feel they have any investment or right.

I would maintain that the root of alienation among the underprivileged may be found in the following circumstances:

1. They have no power and no say in their own destiny.
2. What they have been asked to do is often very meaningless to them.
3. They see no reason for performing acceptably without receiving gratification from it.

Now I am going to describe a program for precisely this population which made some effort to deal with the factors mentioned above. That is what we did in an experiment at Howard University and I would like to spend a few minutes talking about that.

We decided that we would create jobs in the field of social services because these seemed to be growing industries which could offer opportunities for youth as aides in a day-care center, as aides in a recreation center, and as aides in a research project. The only qualification for entrance into the program was that the applicant could not have any pending legal action (i.e.,they couldn't be coming up for sentencing or trial), but any past legal involvement was unimportant. They could not have an active venereal disease. One of the other qualifications was that they had to come from the most impoverished sections of Washington, D.C. We began our first program with seven boys and three girls. Four of the seven boys had extensive delinquency backgrounds; they would have seemed to have been the most intractable sort of youths. One of the boys had spent eleven prior months in a local detention home for truancy. The reason he stayed so long was that every morning he challenged the system and every evening he would spend in isolation. The next morning he would again challenge the system and it would react in the same predictable way. For eleven months, for something as insignificant as truancy, this boy was in the local detention home because he needed some more discipline training; he had to be fully convinced of the nonutilitarian nature of his ways. We had others that had rather serious backgrounds in armed robbery, burglary, number running, and shoplifting. None of the boys had ever held a job for more than a month. They had averaged eight to eleven years of schooling. Two of the three girls had borne children out of wedlock and the other girl was having a problem of sexual identity, and a similar problem beset one of the boys. Now these would hardly have seemed to be optimal choices for the kind of program that we had set up. We started by explaining to them that they would be the primary policy-making body of the group, but that we would not, however, renounce our authority in the program. We would stand as a review court. If they came up with policies that we found unacceptable we would return their decision for further consideration, but we would always give them our reasons for finding their policies unacceptable. There would be no unilateral decisions imposed on them; furthermore, we would train them on the job so that everything that they were being trained for would have a meaningful relation to their work tasks. We also tried to point out the possible linkage between this program and life careers. We intended that they should attain gratification from work by generating a sense of competence and the realization that they could do things and do them well. We hoped that they would get gratification by making a contribution to others. They would also be afforded the satisfaction of receiving pay for their work. We expected them to thrash out the rules which would govern their hours and work performances, with the power of review over these reserved to ourselves. We spent the first day of the program presenting these expectations to the group. The next three days were spent in orienting them to the tasks which would be performed in research. The following three days were given to orientation for the day-care program, and the following three days were devoted to an orientation in the recreation program.

Now one of the points I would like to make with regard to this group is that they knew much more than we gave them credit for. In school they were informed, in both subtle and explicit ways, that they were stupid, but actually they could handle many more concepts than they knew. But they had come to accept the school's definition of their capacities through constant reinforcement. Most of them, it was pointed out, did know quite a bit about probability theory, which is quite basic to research. Probability theory was not a foreign concept to them because they used it in gambling. They knew it was a two-to-one odds that they would get a ten in a crap game. But while they knew some probability theory, I knew more. We went through a simulated crap game and I pointed out how much money they would have won if they had known more theory. It wasn't an even money bet on a six or an eight, actually it was a six-to-five against it. I pointed out how you could determine whether the dice were honest by contrasting frequency of certain numbers with chance expectancy. They became very much interested in probability theory; suddenly, mathematical theory wasn't the meaningless stuff they had disliked in school, but had a lot of value to them. In fact, for weeks they called me the "odds man." Over a time they became disinterested in gambling because, on the one hand, it became clear to them that they were playing the other man's game; and also they had some investment in a new system. Reliance on fate (which is emphasized by many theorists as an attribute of the disadvantaged population) stems largely from the fact that there is nothing else to rely on.

The youth didn't give up an old way of life (gambling) because people told them it was no good; they gave the enterprise up when they were provided with a better choice of activity. At the end of two weeks in the program the youths were asked to make their first important decision, to assign four youth to the day-care center and four to the recreation center, and two to the research program. They decided to place the boys with the most extensive delinquency record in the day-care center. The woman who ran the day-care center was seriously opposed to their assignment. She was perfectly willing to have the three girls and the gentle boy, but she didn't want to have these two organized hoodlums in her day-care center. She wondered, "What am I going to tell the parents? What are the parents going to say when they find these hoodlums now members of the staff? How can we allow children in the most formative years of their lives to come in contact with such negative influences?" (The day-care center was in a disadvantaged area in Washington, D.C. The children who attended the center lived in that area and were subjected to that negative influence more than half the day, when they were not in the school.) "We already have a large pilfering problem and what will happen when we engage organized criminals?" But most of all, she jumped to the conclusion that this was not a carefully thought-through decision. The group had no good reasons for this decision but were simply testing their power. It was, in her opinion, a manifestation of their essential rebelliousness. We went back to the ten youths, and asked them to describe how they came to their decision, and they proceeded to carry us through their decision-making. First, they pointed out that during the three days of orientation at the day-care center, these boys were the only ones who participated in the program. The other eight stood back up against the wall petrified while the forty little "monsters" were running back and forth, but these two would swing them, play with them, and from this they would describe some gratification. Next, they seemed to be suited for the job. One girl pointed out that she has a 2½-year-old daughter of her own and that she didn't take to the idea of taking care of more that weren't her own. One of the chosen boys pointed out that he was getting a lot of kicks at the nursery school. It made him feel good to be called "daddy," to be important, to be needed by somebody. It was not something that he had experienced in anything else he had done. But also he tried to figure out what would happen if he weren't assigned to the day-care center. In his words he said he wasn't "heavy" enough to do research. He didn't think he was bright enough to handle the research problems, and on the other hand, if he were to go into recreation, he had a reputation as a trouble-maker on the playground. If he went back to the playground, someone would challenge him by taking away the basketball, then what would he do? His alternatives would be to "drop the dime" (which is Washington street-talk for calling the police), but that was out for a variety of obvious reasons. He lived in that neighborhood and he couldn't tell on his friends and this wasn't the way he really handled problems. He could sit around with his hands in his pockets and he would be fired, or he could "punch the kid out" and be fired. He could handle the three-and four-year-olds but he wasn't going to make it on the playground.

So the assignment was a carefully thought-through decision, and as it turned out, it was a much better decision than the professional nursery school teacher would have made. She agreed to try it on a day-to-day basis and for the next four weeks they were supposed to work half a day and spend the rest of the day in meetings to discuss their job activities and receive further training in their work. Within a week or so the teacher was asking that these two boys be excused from the meetings because there were problems in the day-care center that only they could take care of.

There are logical reasons why the "tough" boys worked well in their positions. Day-care is a field which is almost exclusively a female occupation and having some very "male" males in it was a healthy change. In subsequent programs this policy was confirmed. Delinquent youth are functioning in many day-care programs and without exception they have done very well because they provide a very meaningful addition to the program. At the same time they are getting real gratification from being useful and important. They are building a sense of competence and a sense of making a contribution; they are getting a sense of being a part of a world that up until now they have been effectively locked out of. We had money, in this original program, for only 12 weeks because we felt that the probability was that we wouldn't have any of the original group left at the end of 12 weeks or perhaps only a couple, and at that point we could say that we had used this as a learning experience for preparing better programs. But at the end of 12 weeks we had retained all ten. At the end of the year we had many more and we couldn't have gotten rid of those kids with a stick. We didn't have to worry whether they showed up for work on time, they got there before we did. We didn't have to worry about whether they were appropriately dressed, they dressed better than we did. In fact, the ones in recreation went out with their own pay, on their own initiative and bought Howard sweatshirts, whistles, and caps and the whole recreation leader "bit." The ones in research bought attache cases. We didn't have to worry about discipline because they disciplined each other much more than we ever did. The rules of performance they decided on were much more severe than we would have accepted and group members were much more desirous of and committed to a job than were many professionals. These had been prime examples of alienated and locked-out people. These were the young people for whom society's previous first offer was like the local detention center, training schools, youth employment counselors who couldn't produce jobs, teachers who scorned them. And from such alternatives, what can we expect but further reinforcement of their lack of values, a further alienation? And the price. is explosion in Watts or Harlem or Philadelphia or Chicago. If you lock people out they are not going to stay locked out. If you offer them no opportunity to make it in the world that you control, you must expect to come to terms with them on another level, a much more expensive level. We control the worlds that are really important now. We decide who can be school teachers, we decide who can be probation officers, we decide who can be policemen. Walter Miller would like you to believe that the lower class is an autonomous class that has always provided many necessary functions in our society. He states that they have provided the policemen, and firemen; but at least in Multnomah County you will find that if a person wants to be a deputy sheriff, he has to be a college graduate. A poor Negro has almost no dream of attaining a college degree; and, at the same time, there is no way that we can manufacture enough college graduates to deal with the problems we are now insisting that only college graduates can perform unless we change our system of higher education. At this particular time, less than one person in five that enters school and survives, graduates from college. What are we going to do with the other four in five? How can we relegate them to nothing but spectator roles unless we provide other alternatives? One of the ways to operate is to get more people through college. This is to be accomplished by starting out with them when they are two years old. This might work, but two decades will pass before we know for sure. In the meantime, 7½ million persons are going to fail to complete high school between 1960 and 1970, and another 7½ million are going to fail to complete college. What is to become of these 15 million people? Unless there is opportunity for them, unless there are opened-up alternatives and re-entry systems, more prisons will have to be built; and something better than group counseling procedures will have to be developed to keep people content in big prisons.

There is no question that allowing the poor, the uneducated, the delinquent into provinces heretofore restricted to the contented middle class is risky, but it should be remembered that there is also risk in excluding them from the functioning society. It is the latter risk that we have tended to ignore and only dimly comes into our counsciousness when a conflagration like Watts occurs. Now is the time to heed the lesson of Watts -- and one such lesson should suffice. There should be no need for two Watts to light our way to an unlocking process in which the poor and the alienated can contribute to the society rather than be forced to be a constant and expensive drain upon it.

PANEL - "COMMUNICATION WITH CORRECTIONAL CLIENTS"

I would like to introduce our three panelists, and our special guest for this morning.

First, Mr. Dale Swenson, who was formerly Assistant Superintendent of Green Hill School in Washington State and is now Superintendent of Martha Washington and Luther Burbank Schools, both of which are operated by the Division of Juvenile Rehabilitation of the Department of Institutions.

Second, Mr. Lyle Newport, who is a Supervisor of a Juvenile Parole Area Office in Washington State, and is employed also by the Division of Juvenile Rehabilitation.

Third is Mr. John Hungate, Director of Special Education in the Clark County School District in Vancouver, Washington.

Our special guest is a young man we shall know only as Jack.

Jack, for two or three years now, has indicated to some of us in Washington that he felt the things that have happened to him in his life, which all of you know has been a very complex life experience, he might be able to share with us in this way, thereby helping us to have a better appreciation of the problems of management and treatment of children who are considered to be delinquent.

I'm going to address my first question to Mr. Swenson. I wonder if you could comment briefly on some of the points of breakdown in planning that you see in this record, and equate these with the problems that Jack has faced?

Panel: Maybe we can get some information from Jack about this type of thing. I don't know if you understand what equating means, Jack; maybe I can rephrase it so that it will make some sense to you. In the things that have happened to you, when you were involved with various service agencies, can you think of anything that happened to you that you personally thought was a violation of a contract or a commitment made to you by any of the agencies that were dealing with you. Like at _____ _____ or the parole counselor's -- or anyplace where there wasn't a follow-through, in your opinion?

Jack: Well, for one thing there was a diagnostic center there _____ _____ up in Washington, and in 1961 I was referred there for care, for the second time. They didn't guarantee it but they had indicated that I would go to a forestry camp, if I kept my nose clean and I did; so when I went to the Board for my sentencing they sent me to _____ School which Mr. _____ at the time was there. And it was the hardest Juvenile Rehabilitation center there is really, and I was pretty well broken up about that. But I really don't think it was unjust, in the sense that I didn't have it coming to me, but they did tell me that I could go up to the forestry camp.

Panel: Can you think of any other occurrence, Jack, where things happened when you were dealing with all these people, just very frankly where you were lied to?

Jack: Well, I can't remember, really I can't.

Panel: All right-- Can you go back and remember in your early life, when you first thought you were in difficulties with yourself and other people?

Jack: Well, this goes back to about 1952, maybe 1953, when I was going to grade school, when me and one of the teachers had a difficulty; I went into the lavatory, and broke a big picture mirror over my head.

Panel: This is the first time that you really expressed your own anger in this way?

Jack: I think so, I don't really remember.

Panel: Jack, what happened to you?

Jack: Well, I think I got sent home and referred to the Juvenile Authorities Board, as an uncontrollable student, I think; but I'm not sure.

Panel: Were you very mad at being referred like this?

Jack: I was very mad.

Panel: Who were you mad at, Jack?

Jack: I do think now that I was kind of mad at myself, but at the time I went into the lavatory, I was mad because I felt that I was dealt with unjustly, so I took my anger out on the lavatory, and I was fairly mad at the principal.

Panel: You had association with schools that turned out to be problems too, didn't you? I think the gentleman sitting at my left had some relationship with you on this basis. John, maybe you could pick up some of the things that have occurred during this time.

Panel: Jack, do you remember that we had many, many difficulties in high school? How do you feel about the way you were dealt with there? If you remember, I was pretty hard on you. How do you feel about that?

Jack: At the time there was resentment I think, but as I told you before, at the time I think you did me more good in the school district than anyone else. And I won't forget it either.

Panel: Do you remember how your folks responded to you in certain things that the school and others were trying to do when you had discipline and what their reactions were to some of these programs? I think I talked to you at one time about this.

Jack: Well, I don't know.

Panel: The school was trying to do one thing, and the parents were contradicting the school and doing another thing. Did you ever use this situation where the school and your parents were in disagreement to your advantage?

Jack: Oh, yes.

Panel: Have you used this lately?

Jack: Oh, sure.

Panel: How would you react then to the years that you made quite a bit of progress?

Jack: Well, I thought it was a pretty good thing. For myself anyway, because I was pretty undesirable as you know. And you were fairly strict with me, in teaching me the things I should do and the things I couldn't do. And I think that helped me quite a bit, and when I found out I had to do these things in order to advance, that's it right there.

Panel: Do you have any particular feelings about when you began to take part in school activities? I mean like turn out for the basketball team, and things of this kind?

Jack: I felt good -- I really felt good!

Panel: Any other particular feelings you have now about those years? For instance, Jack, I remember that you got along better with men teachers than you did with women teachers.

Jack: Well, I could talk to men and I couldn't talk to women, I guess.

Panel: Why?

Jack: I think I was afraid of them. Well, I think it was because my mother wore the pants in the family, and my father was just a bystander. I thought if anyone was going to discipline me it would be a woman and not a man.

Panel: Do you remember that feeling?

Jack: Yes, I think when I was in your school. I think I was in the fifth grade when I had a teacher and I had Mr. _____ in the mornings for something and a woman teacher in the afternoon who was real nice. I forget what subject she taught me; she was one of the nicest teachers and I thought I could really get along with her. And the women weren't out to get me, really.

Panel: A little further along, Jack, you went on into junior high then, and it wasn't very long before you fouled that up in pretty good shape. Do you know why you did that?

Jack: Well, not really. I guess because everybody else was doing it.

Panel: So you went along with the crowd?

Jack: There were a lot of fellows around that did stuff like that, and some of the stuff I really didn't do, but I got the blame put on me. It wasn't an everyday occurrence with everybody, but it was really the crowd that made me. It wasn't really a roughneck crowd, but they were out doing little capers, but for everything I did I got caught.

Panel: Jack, do you think you could have foreseen those?

Jack: I don't know, I guess they thought they could get around me. It was the easiest out.

Panel: It would be the easiest out for whom, Jack?

Jack: The other person.

Panel: What do you think occurred there?

Jack: Investigating riots, or this and that and that and this, or somebody would hit somebody in the schoolroom and Jack was the one that got blamed for it, whether he did it or not.

Panel: Jack, do you ever think you asked for this sometimes?

Jack: Yes, nobody's perfect. In fact, I have quite a few faults. And then again, there were some times when I didn't think it was justful.

Panel: What do you think were our biggest problems, Jack; in dealing with you, then, when this unjust thing came up, or that you thought was unjust?

Jack: Well, you remember the man up there on the training job?

Panel: I remember that.

Jack: Well, I have on my left hand - sometimes my wrist gives out on me - One day I remember I was up there and it wasn't an easy job - I picked up the shovel, - I went for about half an hour or an hour or so - and anyway - we had to dig a moat around the corn flat. And I picked up the shovel and my wrist gave out on me. Well, Mr. _____ called me a liar, and told me to get back to work, -- and I told him I just couldn't do it -- so he jumped to conclusions, - and he didn't do anything about it. And he said he was going to give me a disciplinary action -- So he did that, and I went to

Jack: (cont.) solitary confinement, and I think that was the first time anything major has happened to me. And when I went there I think I talked to you, and I told you about him. I don't know at the time if you believed me or not but you said ok, fine, we'll go to the doctor about it. Well, we went to the doctor to have X-rays and they showed negative, so they kept me in there for a while. I felt it did hurt me, and I thought I was being dealt with unjustly there.

Panel: You were pretty eager about it, Jack, if I remember about it.

Jack: Right.

Panel: You felt that people didn't really have your best interest at heart?

Jack: I suppose so.

Panel: Can you go back now, Jack, to one thing that happened to you quite early; I think it was quite unique in your situation. You were one of the youngest kids to be sent (I shouldn't call you a kid but you were at that time), to be sent to our Juvenile Training School in 1953. Can you remember crying at a very young age?

Jack: Yes, when I felt that I was dealt with unjustly. I was eight years old at the time, and there was a cottage called the Silver Star that was for the younger kids, and I was the youngest - I was 8 years old - and the other kids that were there were 11, 12, and 13 years old, and I had it rough over there. I was the youngest one there. There was a party one night where I got beat up, and I tried to do something right and I got cut down for it. And I had it hard up there. If the other kids did something wrong and they wanted an out, well, "Jack was the one who did it." And I got more picked on than the others that were up there.

Panel: What did you think of this when you returned to the community, Jack? How did it effect you? Do you remember?

Jack: Oh yes, I was ready to get even. The kids older than me and younger than me that I thought I could get away with stuff, well, I did it. I could get away with this and that and that and this.

Panel: Did you use your reputation at the Hill, or did you use some of the things you learned at the Hill?

Jack: Well, I didn't use my reputation for the first year or so, no.

Panel: Did you try to hide the fact that you had been there?

Jack: Yes, but it didn't do any good.

Panel: Jack, do you mean that people used this kind of thing against you?

Jack: Yes, everyday.

Panel: Now how do you feel about this, Jack?

Jack: Are you talking about then or through the years?

Panel: Through the years, Jack. The fact that you were there several times. What do you think the action of the community was towards you for this occurrence?

Jack: Well, they were pretty resentful about it, I guess. I mean, the kids in school knew about it and I was an outcast there. And it wasn't until I got in high school, I think it was my junior year, that I really got ambitious and tried to live my reputation down. I think that after my senior year I did it because my friends were the right class of people, the cheerleaders, and all sorts, and when I was with this class of people I found out that the other class of people, the hoods that I had an association with before, were just a bunch of bums. They went around with ducktails, and their black leather jackets and their cut-off jeans and they were just a bunch of punks. And this just made me sick.

Panel: How much, Jack, do you think that your music helped you to overcome this?

Jack: Quite a bit.

Panel: When did you get interested in your music? Was that at the Training School?

Jack: Yes.

Panel: You carried it on back into the schools?

Jack: Yes.

Panel: Say, Jack, do you recall a meeting just following your release when I called your Probation Officer, and I believe he was a representative of the Child Guidance Program, and someone that had worked with

Panel: (cont.) you? We had a meeting and we started you in a new school. Do you recall what happened following that? And it wasn't too long after that that you were in trouble again. Did you feel that you were getting a fresh start like that at all?

Jack: No, not really, because I went to a different Junior High school then, and most of the kids I had run around with before went to this school, and I didn't know anybody at this new school. I was fresh and everybody knew everybody else except me. And the only people I knew were the kids I used to run around with before. So I managed to fit right into that crowd there.

Panel: One other question: You know, I noticed that you have said to several other people that you wish that the teachers, and the probation officers, etc., would have been more strict with you.

Jack: Say like for instance -- the first time I was released in 1959 -- the second time I was really going to have to behave. When I came out I don't think I had any probation reports. There was only one time I went from a "free cottage" to a "security cottage," and then later I went to an "open cottage" where there were no locks on the doors or anything. I was getting away with murder. I mean I did just get away with it.

Panel: Jack, I get the impression that oftentimes you were aggravating, don't you?

Jack: Yes, I guess so. Yeah, I got away with a lot of stuff. I paid my way through most of the way.

Panel: Do you remember when the second time you were coming out, I insisted that your parents move from that neighborhood, or you wouldn't be released? Did you resent that?

Jack: Oh boy, I really did. Because my parents owned a house down in the district that we were in; but then again, I really don't because anything that happened down there in that district, well, "Jack was the one that did it." Say like for instance something that made me very mad. I would never do it in my life, but some kids or brats or adults took a Siamese cat, pulled its toenails out of it and tarred and feathered it. Well, I wasn't even there at the time and my parents wouldn't even back me up at the time about it. In fact, they said, "Jack did it, I saw him do it." But then again, when I heard that you made my parents move or you asked them to move, well, I was very resentful because I could have owned my own house down there and it was just a big upset for them really.

Panel: Did they actually move?

Jack: Yes, they did - before I was released.

Panel: Did you feel that it was any different in the new neighborhood? Did this help at all?

Jack: Yes, it did, because I made different acquaintances and this and that.

Panel: Jack, if you could pick out several people (and you don't have to name them) that in your mind were interested in you, and what they did, I wish you could try to relate this. Those people that you felt really had your best interests at heart, and really did something that was helpful to you, that you could use to help yourself. Could you think of something like that to relate to this?

Jack: Well, say like for instance in the institution. I couldn't really say the supervisor at the time, because I had no dealings with him - he didn't have dealings with anybody. He didn't have any dealings with the kids, he was just for heavy bookwork and all this. But of course I was at the institution for a time, and he caught me for a few capers and gave me a little dickens and that and this. I think it helped me, but then again I think there was one person up there, and I don't particularly know about it, but you remember a secretary that was out there by your office?

Panel: I do.

Jack: When I worked in the kitchen, right next to the office, it was a five-hour job, and I worked for an hour for each shift. And I spent most of my time in the office, I remember that right - And she helped me, I mean really -- She was about 23 or 22 at the time and she was married to a barber -- In fact, I'd been in to see him three or four times-- And she helped me with quite a few things -- I mean she taught me that when you get on the outside, some of the things that you do here in the Institution just don't go over. And she tried to keep me interested in my music and different things in education and this and that -- I mean she helped me almost just as much as anybody, I guess.

Panel: Would you say that she was interested in you as a person?

Jack: Right.

Panel: How about on the outside when you were between various scrapes or in scrapes? Can you remember people in the community?

Jack: Oh sure. I mean I have gotten in scrapes, I mean in one instance I was in the fifth grade, and I was a very young smoker at the time -- And I went across the street with a friend of mine who is a semi-mute -- He had hearing aids in both ears and he couldn't talk very good -- And we went over there and he had swiped some cigars from someplace, and we started to smoke them. We stayed there for a couple of minutes and we found out that the church was on fire and I didn't have anything to do with it, but I was over there at the time. And this _____ _____ went and got caught for it. He went to Mr. __________'s office and he said that I was the one who did it. And there was another instance with a girl and he said I did it. I think that he just got things mixed up in his speech, and he made it sound like I did it -- But I know that I didn't -- But still yet, I think I was dealt with unjustly because I was, without any reasonable doubt, involved in it from what he said. And there was disciplinary action there. But the same goes with the Probation Officer at the time. I think they all tried to help me, but it was just a little while back that I decided that they were trying to help me and not condemn me.

Panel: Jack, you said something very interesting -- that other adults sometimes get things mixed up on who meant what. Is it different, though, than someone like yourself? What was the problem, that you felt was the problem, with adults?

Jack: Well, let's face it. I'm under stress right now as I'm talking to you.

Panel: You are doing darned well, Jack.

Jack: Well, there you go.

Panel: Do you listen?

Jack: No, well yes, but then again, no.

Panel: What do you think your problem is in the listening bit?

Jack: In listening or me?

Panel: Both.

Jack: Well, I'll tell you. At the time I thought they didn't know what they were doing and I was just looking out for myself and I didn't want any help from anybody. Some of the times I would address them and some of the times I thought, well, bag it, I was dirt. But as far as them listening to me, I mean I think that there was only a couple of them but I don't remember who it was, but I do remember that every time I opened my mouth, they said that I became a liar. And they couldn't possibly believe me because of past experiences. I remember the occasion that there was something that I did that I know I wasn't supposed to do. And everytime I opened my mouth to defend myself, well, out came lies, the person said.

Panel: So, Jack, they all called you a liar?

Jack: Well, not all of them, no.

Panel: How did you feel about this, Jack?

Jack: Very resentful. I mean I know I didn't do it and they were trying to blame me for it. So why should I even try?

Panel: Jack, we have gone over things that have happened to you now. Can you think of anything or any way that could have been done better? Is there any way that you think that things could have been handled better or with more skill as far as you were concerned?

Jack: Well, when I was living at home I had never had a spanking in my life. I mean, never did my father take me out behind the old barn and really whip my tail -- and my mother, never; oh, in one instance she did. She took a belt to me and when I was over her knee, I laughed at her and she was hurt about it and never gave me a spanking since then. But I think that when I was younger, there should have been a law or something that when I broke it, I'd get whaled. I think it would have done me better.

Panel: How do you mean, Jack; from anybody with authority?

Jack: I mean, say like for instance my probation officer. The last time I was up at _____ _____ I was in the Juvenile Hall, and there was a fellow there that was trying to escape and he asked me to help him and first I told him, no, I wouldn't do it. Because I always had visitors every other night or whenever it was they came. And they were downstairs at the time, and there was a little trap-door on the cell door for the trays of food or something. And he wanted me to come down there and unlatch that. I told him no, but I was young then and he was older than I was so he pressured me into

Jack: (cont.) it. So I said ok, fine, so I came back down -- it was in the middle of visiting so I told my mother that I had to go back down to get something -- so I went back down. And he was in my room, so I unlatched that for him and then there was a matron who is a very good person. I mean she was very nice, and I really thought a lot of her. And when he went down there they were hiding outside the door and a couple of them jumped out with an iron bar and threatened to kill her if she didn't open the door. That made me mad because I really liked this woman, and I didn't think any harm would come to her. So I tried to stop them and I got knocked down for it. There were four of them and there wasn't very much I could do. It made me so mad that I knew where they were going and I was willing to tell everybody where they were going. I was mad and I got my feelings hurt and this and that. So I did do that, and I asked her if I could go find them and I told her I would bring them back. And she knew at the time that I was sentenced to the Diagnostic Center, and I was waiting for transportation back up there. She had enough faith in me -- and I think this was a training point too in a way -- she had enough faith in me to let me out that door, which was locked, to let me out the door with no questions asked, to go after those fellows. Well, I was running down the main street of town in my T-shirt and pants and I don't remember if they had the insignia of the Juvenile Hall or not, but an officer stopped me and asked me where I was going. So I explained to him everything about it. So me and him had gone out and they had changed plans, and I was gone until about 11:30 that night. And they left about 8:00. When I came home, or not home, to the Juvenile Hall, I knocked on the door and the matron was waiting for me. And she fixed me a plate of ice cream and I watched the late late movie, which was strictly taboo. And I think that was pretty good in a way because I was in security, which was downstairs at the time -- But when I came back from there, I had slipped a little dagger in for my fingernails and everything, you know, to clean my fingernails and clip my fingernails with. It was just one of those little tin daggers. When these two fellows came back and I got caught, they were resentful because they thought I had put the squeal on them but I didn't tell them this. So they went and told the Probation Officer that I had a dagger in there and told him where it was. So he came down there and got pretty rough with me and was going to take me over his knee and I told him that if he tried it I could get pretty rough with him, too. I was just a little guy, you know. I mean I was pretty mad, too, but I told him to -- -- -- I told him he better not or else I'd whip him. Well, there was no chance of it, you know, but he thought that I was just like a hardened criminal. I mean the arm behind the back

Jack: (cont.) and they put cuffs on me. So they did this and, you know, I had to walk up a flight of stairs and this sort of hurt me because there were a lot of people around and I wouldn't hurt anybody. I mean I rarely hurt anybody in my life, I mean except when I had to. I think that that was a resentful time because I know that I wasn't going to hurt anybody, but they were taking maximum precaution with me.

Panel: So, Jack, you mean that one time you were something of value and the next time you were nothing?

Jack: There you go, right there.

Panel: How did you feel being put in that kind of bind?

Jack: I felt real bad. I mean my feelings were hurt.

Panel: Jack, when you got out you were pretty large and heavy for your age and you had a tendency to push the smaller kids around. I remember that we decided we would move you ahead a grade. What effect do you think that had on you?

Jack: Well, at the time I was pretty glad because I would have graduated a year before my time and the fact was, I was in with the older crowd and everything. But then again, I skipped to the fifth grade and if you stop and think about it, the fourth grade was pretty essential to an education, really, because I missed out on a lot of stuff. I mean for instance, (it was really minor but to me it was a great loss) was my timetables, for instance, and that was taught in the fourth grade and I had to make that up because in the fifth grade you're supposed to know your timetables when it came to math and arithmetic and I had to look back on a chart and this and that. So I mean I had to figure a lot of things out from the first. But I was kind of glad at the time but now I wish I wouldn't have done it. But I can see now that it was a good thing for me.

Panel: What did your folks think about it, Jack?

Jack: I don't remember -- I still don't remember. I think they were kind of glad but I'm not sure.

Panel: Your dad told me shortly before he died, he spoke of this, that it had created many problems for you.

Jack: It could have been, I can't say that now, I don't know.

Panel: Say Jack, as you remember we tried to get your dad to be more active with you on various outings, fishing, hunting, and so on and so forth. Did that ever really take place or do you wish it had taken place more?

Jack: Well, as you know, my father was quite up in his years. He died last January and he was 65 years old. He wasn't like most fathers, in their early 30's and late 40's who did things with their kids. But my father was always too tired. He was an accountant down at Alcoa and he had a pretty trying job out there, and when he got home he just liked to relax and this and that. I remember a couple of incidents when he went out to play catch with me and took me fishing once. He bought me a fishing pole once, and I had to ask him many, many times "why don't we do this or do that?" and he said, "Why sure, son, when we have time." So he went down and bought me some camping equipment and said we would go camping more. And when that time came, well, I had to go with some other kid or by myself because he was too tired and this and that. I think there was only one time that really impressed me and that was when he took me fishing and we stayed out the whole day. On our vacations - he had two weeks a year - we went down to the beach one year. This year really stood out in my mind because that whole two weeks that we were down at the beach, he used all his time for me. I mean we went out deep-sea fishing and, you know, he just spent money on me. And he really showed me a good time. I mean that there was about the biggest excitement I ever had.

Panel: Was you mother along, Jack?

Jack: Oh, yeah.

Panel: Were there times that you wished that just you and your dad could go?

Jack: Oh yes, very much so.

Panel: Jack, do you think there would have been anyway possible that someone could sit down with you and your family and discuss some of the problems that you had had with your father and mother and possibly avoided the chance of going to an institution?

Jack: Well, in a way yeah -- and no, in a way, too, though -- because I knew what kind of an environment I was in. I knew that my mother wore the pants in the family and that my dad was just there. And I know as my school principal recalled, that I told you that you thought it was your business, and I told you that my home life was my business and that my school life was yours.

Panel: You did, Jack. Do you still agree with that?

Jack: No.

Panel: Do you think it would have helped?

Jack: Very much so.

Panel: Why do you think it never occurred?

Jack: Well, I think it was mostly my fault because everytime I was confronted with the idea, I just dummied up and wanted no part in it.

Panel: Were you frightened at what might happen in a situation like this?

Jack: Well, I really thought that they really knew and that they would put me in a foster home and this and that. I didn't want to move from here.

Panel: Wasn't there a time 'way back when it was proposed to place you in a foster home?

Jack: Yes, there was.

Panel: How did you feel about that?

Jack: I resented it, and as you see in your records, I didn't go either.

Panel: You really did not want to go?

Jack: No, I didn't.

Panel: OK, fine. In your mother's concern for you, oftentimes she had an excuse for having the police pick you up possibly at the school. Did you feel that sometimes you wish she wouldn't have done this and they would have taken more appropriate action? She was defending you, quite possibly. How did you feel about this?

Jack: No, I don't think so, I really don't think so, because all the help my parents would give me I would take at the time, but you know the old story. I mean I was the innocent child; I mean I was never in the wrong. It was always somebody else, to my parents. And I don't think so, I mean really, because I was doing a lot of chicken things in my life. I was just a little brat, let's face it, but in my mother's eyes, I was God's gift to everybody. I

Jack: (cont.) mean, you know how mother was. Which I wasn't really, but at the time I thought, well fine, if you're going to do this for me. It gave me the opinion that, well, in a few incidents I did get out of trouble because of her. And so it came to the point that if I did anything wrong, well, fine, she was going to get me out of it. So that's where it started. I mean really, when I found out that my parents had a little bit of pull around. But then again, then why do something really wrong when all the pull in the world couldn't get me out of it?

Panel: Did you, Jack, feel that your mother supported the schools at times and at home did she ever say, well, the school's right?

Jack: Oh sure. I mean she said that a lot of people were right. But then again, she contradicted a lot of people when they were right, and in some instances she would with the other person. But then again she gave me a reason to doubt it, that if I did it, maybe it would be hard on me. But then again, she always told me to tell the truth because it never hurts. I mean the truth never hurts. That's why I did it for awhile, but when I did tell the truth, I got in trouble so I started to lie my way out of it. I think that if somebody would have taken a little sterner action with me and showed me that they really trusted me like Mr. _____, I mean he really trusted me. I mean he tried to whip me and it worked with him. I trusted him. I mean, I thought he knew what things were right and what he did and said went. He got real rough with me sometimes. I don't remember where it got to the point where he had to use the old paddle on the rear end. But I think that he got to these persons really.

Panel: Jack, how are you making it now? We talked about the past, but now you are 20 years old. How are things going now?

Jack: Pretty good. I don't think I'm a child. I am not working right now and I don't have a job. Some of this is my fault and some of this isn't my fault. From the institutional care, it gets back to the employers. As you very well know, there are a few things that are going on where I am completely in the middle. But Mr. _____ is trying to help me, he is helping me. And I'm on this adult probation which is very strict. And I'm supposed to be off that in March. There's a little clear-up. I had a little discrepancy with my probation officer and I suppose there will be some more time added on for that. I've been on probation for five years now and it's been a pretty rough road. Just for any little old thing today I can get picked up for it.

Panel: How do you feel about law enforcement?

Jack: Do you want my honest opinion?

Panel: Yes.

Jack: Well, it's like this. The town I'm from (and there are a couple of people from it here that would probably disagree with me) but I think they have a pretty rinky-dink police force. I mean, they do, I mean no names or anything, but they had an incident where a sergeant and a few patrolmen went and shot up the City Hall with blank bullets. I mean at three in the morning (I don't know if they had any alcoholic beverage in their systems or not), but they broke into the Captain's office and started shooting and got some blank bullets and started to shoot them around. They got fired for it. And there's a patrolman, a couple of patrolmen, who have it in for me and everytime they see me they follow me and this and that. And last week a patrolman stopped me for nothing and told me he didn't want to see me in town again. He would come after me and impound my car. Well, I thought that was pretty bad so I was talking to an officer -- it was last Saturday night -- he was a rooky officer -- he was on the force so I'd known him previously -- he was on the force for about two weeks and he shouldn't have said anything but he told me that three or four officers at the Police Station had it in for me and he told me to behave myself because they don't like me. So the certain Police Force where I'm from, I don't have very much consideration for them. I mean that's my honest opinion. But then again, though, there's a different kind of police that will give you all kinds of good deals. They're a bunch of good guys. But if you do something wrong, you'd better believe they're going to do something about it. But if there's any reasonable doubt, well, they're going to go out and comment about it.

Panel: Is there anything you wish to tell us that we didn't really go over? I wonder if you could describe a picture, Jack? We were looking back to the institutional things that happened to you. At one point you were seen by a Mental Hygiene Clinic, and then you spent several weeks in a psychiatric hospital and when you talked to me earlier you gave me some of your impressions of the two places. I wonder if you could tell the group about how you felt about these two experiences?

Jack: Well, that's kind of a hard thing to say, really, because I was 9 years old at the time. But I knew that I wasn't crazy and they sent me up to a mental institution and I felt that I was dealt

Jack: (cont.) unjustly. I didn't really ever tell you that there were real crazy people up there.

Panel: Sort of a bad experience for a 9-year-old, wouldn't you say, Jack?

Jack: Yes. I was the youngest one up there. There were instances up there that were very trying to me, like I was up there in 1954 and then it was a pretty rough place. I mean it was really rough. There were a bunch of nitwits up there and there was one experience up there where this one kid, I think he was in his early 20's, I mean he was loonier than anything. I was in the bathroom taking a shower and when I got out of the shower he was there with these laundry bags which we used for towels. They were pretty deep and he came at me when he was in one of them and he looked like a bogeyman or something. He jumped out on me and grabbed me around the neck and commenced choking me. I knew it was for real, I mean the guy was going to kill me. He was -- you know -- that way. So I called for help and one of the staff came in there and they protected me. They locked him up and this and that, which I was very grateful for. I never had any dealings with him after that time. But I was only 9 years old then and I didn't start smoking or anything. There was one galoot up there that gave me 17 cartons of cigarettes. It was a big box and they weren't in the cartons or anything. There were all kinds of cigarettes in there and there were 17 packs of them. When the staff was in the other part of the building, well, I got a cigarette and started smoking. They asked me who did it and I wouldn't tell them anything so I got punished for it. There were a lot of people in there that were instigators. They really frightened me by saying that right above us there was Ward 23 and that's where the shock ward was. Every now and then you could hear some blood-curdling screams up there and a couple of the guys said that that was where I was going next. They'd put a band around you and give you about a 1,000 volts. I mean I really got shocked about it. There were a lot of people up there who gave me an inkblot test, that and this, I mean I went through them because I had them before and I thought it was just a waste of time. They forced me to stay there for a 90-day observation test and survey and they found out I wasn't really crazy so they let me out. There was another instance there where there was a fellow who was my buddy. I mean he was usually like a father to me and he took me out and played baseball and showed me a good time. Everyday when he came off of work, he came in and brought me some treats and this and that. I mean I was

Jack: (Cont.) really hurt because when I got out my parents told me that he had committed suicide, and he was an alcoholic. They didn't tell me for about three years. I didn't know anything about it and this made me feel real bad because I thought this guy was a real ok guy. I thought that was too bad really. But my experiences up there I felt were very unjust because I was young and I really didn't know what was going on. I went up there just to be there, really.

Panel: I think we are going to have to bring this to a close, which I'm not very happy about, but we did agree at the onset that we would take about an hour of Jack's time, and we appreciate his his giving us this time.

After the break, our panel will reconvene to discuss their impressions about Jack's situation.

"NEW TRENDS IN THE PREVENTION OF SOCIAL PROBLEMS"

Charles B. Brink, Dean

School of Social Work, University of Washington

Mr. Chairman and participants in the Juvenile Court Summer Institute, I have been asked to speak tonight on "New Trends in the Prevention of Social Problems." A topic of this kind always frightens me a little because the problems with which we are confronted have been with us a long time, and I am not at all sure that what we may identify as new trends are new at all. They may be old trends which have been retreaded. There is what might be called a circular aspect to our approaches to social problems, circular in the sense that we frequently return to methods and techniques which have been tried and abandoned before. I think, however, that as we return to old methods we return with a greater knowledge, a deeper understanding, and a more complete kind of insight than before. Trends, therefore, are not so much circular as they are spiral in shape, and the spiral is one of improvement.

Before getting into the substance of my talk tonight, I wanted to take note with you of an article which appeared in your newspape today. This article reported that a delinquent boy appeared before one of your groups and in responding to questions he said that he thought that his problem had stemmed from the fact that he had not been spanked enough by his parents. One of the most persistent suggestions for the solution of delinquency is punishment. It has been suggested frequently that harsh punishment of the delinquent or the law offender will prevent him and others from committing offenses against society. Spanking, flogging, bread and water diets, and other harsh treatment have been tried repeatedly throughout history without effect. It is noted in some of the historical journals that, at one time, the crime of picking pockets was punishable in England by hanging and yet one of the hazards to the assembled groups to witness these public hangings was the presence of unapprehended pick-pockets who moved through the crowd relieving them of their purses. There is no evidence that bread and water diet has any deterring effect upon the delinquent who experiences this nor upon the other delinquents in the community. A recent feature story in Life magazine reported that six young delinquents had been taken on a tour of the prisons in a certain state where they saw the cells, the gas chambers, and other devices for the deterrence of crime with the thought that if these delinquents could see the ultimate consequences of their behavior they would give up their delinquency. I understand that five of the six youths who were taken on this tour are now back in the juvenile courts. There is a macabre joke about a man standing on the gallows about to be hanged. He was asked whether he wanted to say any last words, and he said, "Yes, Sir. This is certainly going to be a lesson to me."

The youngster who appeared before you yesterday could have told you how it feels to be a delinquent. He could have told you what happens to him as a delinquent. He could have told you the circumstances surrounding his delinquency, but his having been involved in delinquency does not qualify him as an expert on the causes and prevention of delinquency any more than having had an appendectomy qualifies me as an expert on the causes and cure of appendicitis. I suspect that this youngster gave a conventional answer to a question or an answer which he thought was expected of him, and I caution all of us not to be misled by such testimony.

In the course of this presentation I want to develop three major points. They are 1) manpower problems, 2) interdisciplinary aspects of prevention and control, and 3) community improvement. These points may appear to be irrelevant and unrelated to the topic, but I shall attempt to tie them up in the course of my talk.

MANPOWER

The human service field faces today the most drastic manpower shortage that it has ever before faced. Earlier shortages and the developing shortage have been discussed, to my knowledge, for the past 10 or 15 years, and yet we have always been able to muddle through somehow. It is almost as though the cry of "wolf" has been heard so many times that now no one pays any attention to it. But, believe me, this is a real and present emergency.

The first 25 to 30 years of a professional person's life is spent in preparation for his professional career. If we subtract 25 from 1965, we see that most of the professionals now dealing with human problems were born prior to 1940. During the 20 years immediately preceding 1940, this country had a relatively low birth rate. In the years following 1940, however, the birth rate accelerated tremendously and has, up until the present, continued to accelerate. This means that the generation of people which produced at a low rate must now deal with the generation which has reproduced itself at a vastly increased rate. In other words, the youth and young adults who require educational and social services as well as medical and psychological services vastly outnumber those who are able to deliver those services by virtue of their training and education. The demographers tell us that the birth rate has begun to level off and that the disproportionate number of younger people in the population compared with those in the middle years will eventually right itself. For the next 10 years or more, however, there will be a serious shortage of human services personnel.

The disparity of numbers between generations has been rather complicated by what is referred to as "the knowledge explosion." There is so much more now to be learned than before, and as a consequence it takes longer to learn what one needs to know in order to render a human service adequately. It is not uncommon for certain professional people to begin to practice at the age of 35 or older. Professional persons then, needed to serve the present population, are still in school and in the process of receiving their own education. A third factor which contributes to the manpower shortage is the tremendous increase in service programs generated on the local, state, and national level. Public welfare, health services, and educational services have expanded greatly in the last generation, and to these we have added the Office of Economic Opportunity and the community mental health and mental retardation programs. Each of these programs calls for a significant increase in the employment of personnel giving services to other human beings. In my own field, the 1950 census showed approximately 80,000 positions classified as social work positions. By 1960 these positions exceeded 120,000 and by 1970 the figure will be much closer to 180,000 to 200,000. Comparable increases have taken place in other fields and professions such as medical services, educational services, and the like. The Division of Welfare in the Department of Health, Education, and Welfare predicts that it will need 87,000 social workers by 1975. It has currently less than 20,000 professionally prepared social workers, and the schools of social work are turning out approximately 3,000 graduates per year. The National Institute of Mental Health has been assembling data regarding other fields and professions and its projections are similar to those of the Division of Welfare.

In the field of corrections, which is of particular interest to you, and which I have chosen to emphasize in this paper, the picture is not less critical. As you know, important changes have been taking place in the corrections field during the past generation. An increasing emphasis has been placed upon rehabilitation and treatment. In contrast to the earlier emphasis upon incarceration and custodial management, the new emphasis calls for more and more personnel to deal with the personal and social problems presented by the youthful and adult offender. The potential offender must be dealt with on a preventative basis. The actual offender must be rehabilitated and treated, and follow-up services after detention are imperative.

Solutions to this problem are not easy, and yet they must be found if we are to do anything in the treatment and prevention of social problems. Qualified personnel are basic to both prevention and treatment. Three partial solutions are suggested.

It goes without saying that our educational institutions must be and will be expanded. Each year a higher percentage of high school graduates seek entrance into the colleges, and each year a higher percentage of college graduates seek entrance into the graduate schools which prepare people for human services. This trend must be encouraged and facilities must be developed for the education of this ever-increasing number of students. In my own field, there are approximately 70 graduate schools of social work in the United States. It is said that if we are to begin to meet even a part of the manpower problem, there must be three times this number of schools, and each school must graduate three times the number it is presently graduating.

More and more education is not, in my judgment, the total solution to this problem. We must, I think, find ways of utilizing personnel who have less than professional preparation in the treatment of human problems. We do, in fact, utilize these personnel now. Many agencies are now staffed to a large extent with persons with a bachelor's degree or less. The state departments of public assistance and public welfare are examples. Many persons who serve as cottage parents or child care attendants have only a high school education and perhaps this, together with certain specialized training courses, is all that is needed. Undergraduate college courses and curricula need to be studied and perhaps revised in order to produce personnel who could begin work in social welfare activities at the beginning level and who with appropriate in-service training could perform quite adequately. There are many studies and experiments in process right now to determine how best to make use of so called subprofessional or technical personnel.

I would like to tell you about one such project with which I am associated in a midwest city. We are in the process of enumerating, cataloging and analyzing the various tasks which social workers are called upon to perform in a child care agency which offers foster home care and adoptive services. In the past it had been the practice in this agency to assign total responsibility for a whole case to one social worker whose professional preparation had ended with the bachelor's degree. The agency has now developed an experimental design in which in one team of four workers the tasks which are required in the handling of a case may be performed by different members of the team. The team captain, a professionally prepared social worker, retains overall responsibility for the case but delegates a number of different tasks to other members of the team. This is referred to as the task analysis method of breaking a given job down into its component parts. This is not a completely original approach by any manner of means. If we transpose the problem to that of the field of medicine, which is much more familiar to all of us, we see that the doctor surrounds himself with a number of technicians who perform a variety of tasks for him. When one goes to a doctor with a medical problem, the patient finds that the medical history may be taken by a clerk, the weight, temperature, and pulse rates may be taken by a nurse, a laboratory technician may do a blood test, a urine analysis, and still other technicians may do electrocardiograms, basal metabolism tests, etc. The doctor assembles all the information produced by this team and makes a judgment which is called a diagnosis of the condition which the patient presents. Following the diagnosis, the doctor may then use a variety of other technicians in the treatment of that condition. He may send the patient to his nurse for certain injections. He may send the patient to another technician for physio-therapy and to other technicians for other services--all related to the treatment of the patient. In this analogy, it is clear that the doctor retains responsibility for diagnosis and treatment of the total case, but if he were called upon to perform all these services, the supply of physicians would be even shorter than it now is. In this experiment in which I am involved, we see the social worker in the same relative position as the doctor in the diagnosis and treatment of social situations, and we are attempting to develop ways in which certain tasks related to diagnosis and treatment can be delegated to other personnel. I might add that although the experimental team is currently making limited use of volunteers, it is anticipated that there will be an increased use of volunteers, because it is obvious that certain tasks can effectively be delegated to the volunteer group.

A third partial solution to the manpower problem lies in the use of volunteers themselves. The Lane County Youth Project, as many of you may already know, is giving considerable attention to this possibility and is developing ways of making effective use of volunteers. In our culture and with our Judeo-Christian set of ethics, a high value is placed on being of service to our fellow man. We express this in a variety of ways through our contribution to Community Chest, through our involvement in civic and philanthropic organizations, and even through our willingness to pay taxes for the public services, but most of these avenues are indirect avenues, and the first-hand touch with the recipient of services is denied to many. Many persons long for the opportunity to be of direct service to their fellow man, and volunteer programs provide a way of delivering both direct and indirect services.

The use of volunteers then provides a way of measurably extending our manpower from a quantitative basis and at the same time serves some of the finest needs that any of us may have. This is not, however, the complete story. In a volunteer corps, a variety of skills and competencies may be included which could not possibly be duplicated in the more limited paid staff of an agency. A business man, for example, might be able to counsel with some individuals regarding their vocational choice in a field about which he has thorough and extensive knowledge.

INTERDISCIPLINARY ASPECTS OF PREVENTION, CONTROL, AND TREATMENT OF SOCIAL PROBLEMS

Again, let me use delinquency to illustrate the points which I wish to make. We know that juvenile delinquency has many causes. It is not caused by a single factor. There are, in addition, many myths and fallacies surrounding the causes of delinquency. At one point I threatened to write a satirical essay upon the causes of delinquency which I had heard propounded by others. There are those who think that delinquency is caused by a lack of fresh air. I know this to be true because the proponents of this theory invariably recommend that delinquents be sent to the top of a mountain, into a camp, or to some other isolated spot which is about 200 miles from the nearest town or city. Other theories which I have referred to before have to do with the fact that the delinquent didn't receive enough punishment or he wasn't a member of the group, or he didn't belong to a church. All these factors may have been relevant, but they are not, in my judgment, the single and total cause of a child becoming delinquent. Other "single cause" people assert that delinquency is caused by faulty parent-child relationships, and still others assert that delinquency results from bad companionship. The fact is that delinquency is a multi-caused phenomenon, and it, like most other social problems, must be approached by a combination of knowledge, skills, and methods. In the days of Leonardo Da Vinci, it was possible for this man to be master of many sciences and arts. He was not only a painter of renown, but he was also an expert in engineering, a military strategist, and probably knew as much about the art of medicine as any other person of his time. This is no longer possible. It is not possible for one person to know all there is to know about another human being. It takes several people coming from differing background, from differing professional preparation, from differing disciplines who are able to pool their knowledge and understanding in a team relationship in order to understand and treat a person like the delinquent. Let me enumerate some of the factors which contribute to delinquency or delinquent behavior. These factors, broad as they are, seldom exist alone, but are usually found in combination with one another. We know, for instance, that some delinquency seems to stem from the existence of internal or psychic conflicts within the individual which hamper or distort his relationships with others. We know that some delinquency arises out of disturbed family relationships, and there are many ramifications to family conflict. Reference is frequently made to the rejected child or to the over-protected child or the child who is battered by his parents either psychologically or physically. We know also that a child's behavior can be influenced by the group in which he finds himself. A given child may have relatively little internal conflict and be the product of a fully acceptable home and yet be influenced into delinquent behavior by the group with which he associates. We know also that the group itself does not necessarily need to be an anti-social or a delinquent group. Fritz Redl, in his writings, has brought out that a group which is in all other ways socially acceptable may suddenly explode into unacceptable behavior. The origin of this explosive behavior is not mysterious but can be analyzed and understood. Usually it involves a mounting kind of tension within the group which is comprehended by one member of the group who asserts usually temporary leadership by an overt act which the rest of the group imitates. An example of this might be a group of boys playing in a school yard. One boy picks up a rock, throws it at the schoolhouse and breaks a window. If the tension level in the group is low and if this act by this boy expresses none of the unformed needs of the rest of the group, they will ignore him and his act or even say, "What is he, some kind of a kook?" If, on the other hand, there is a high level of group tension and if this boy's appraisal of the tension and his subsequent action expresses the unconcious needs of the group, others will immediately follow his example and all will start throwing stones at the school until all the windows are broken out. It is believed that the community or neighborhood in which the child lives also has significant influence upon his behavior. Neighborhood values in relation to property and property ownership, the school and the value of education, the police and attitudes toward adherence to the law, as well as attitudes toward the police and other public officials may have significant meaning. There are some neighborhoods in which the breaking of the law is almost a way of life, and for the child to be a law abider is to be maladjusted. The influence of civic groups, of the church, of neighborhood improvement associations, and of urban renewal may be vital in the creation of neighborhood attitudes which deter juvenile delinquency and other kinds of crime.

It is entirely possible that delinquency can arise out of a physical or a medical problem. I encountered a classical example of this in my own experience some years ago when I saw a 13-year-old boy who exhibited all of the symptoms of a neurotic delinquent. He was stealing relatively large amounts of money from his mother who was a rigid, constricted, and somewhat religiously fanatic woman and who rejected him rather fully. He stole money from her which she had put away in a desk drawer in order to give to the church as a tithe. The history clearly pointed to an emotionally disturbed boy whose stealing was symptomatic of his inner conflict. Several other matters, however, came to light. He was spending these relatively large amounts of money on candy, and was consuming all the candy himself. In addition, he was sensitive to cold and consumed large amounts of water. There was, in addition, a peculiar texture to his skin, and all these factors suggested to me that it would be wise to secure a complete medical examination. You have probably guessed it. The boy had a disturbance of one of the endocrine glands which was successfully treated by an endocrinologist, and the stealing disappeared. The boy had a physical hunger for sugar which he could not withstand, and the money which the mother kept in the desk drawer was the most available source of funds with which he could purchase the candy which his body craved. The boy could have been treated psychologically and through counselling until the cows came home, and he would have continued probably to steal.

Some delinquency can stem directly or indirectly from legal anomalies or inconsistencies. I recall one situation in which a youth was waived from the juvenile court to the adult court for trial. The adult court found that it could not secure a conviction and returned him to the juvenile court where he was found to be delinquent and remanded to a boys' training school. Arrests of juveniles arising from unclear laws can lead to harassment which in turn can lead to unacceptable behavior caused by anger, resentment, and the like. Juvenile Court procedures and practices need to be reviewed and the civil rights of children need to be clarified. In this respect, our colleagues in the profession of law have been and can be most helpful.

This is by no means a complete listing of the causes of delinquency, but it illustrates, I hope, the many diverse and complicated factors which may contribute to delinquent acts. Any effort to prevent or to control delinquency then must take into account the individual, the group, and the community, but it must also take into account the delinquent's physical, psychological, social, and emotional situation. Several years ago I had the opportunity to chair a group of professionals who were endeavoring to pull together a comprehensive program for the control, prevention, and treatment of delinquency. We eventually pulled a program together which was comprehensive in the sense that it dealt with the child as an individual but also as a member of the group and a member of the community. Further, it viewed the child as a physical, psychological, social, and emotional entity, and we eventually agreed that no one profession had all the answers to the prevention of delinquency. Before we agreed, however, a lot of heads were knocked together and, figuratively speaking, there was a lot of blood all over the conference table. One of the questions of this group concerned the matter of community attitudes and values. We could by no means be sure that community attitudes did influence behavior, and if they did, there are very few devices available for measuring accurately the attitude level of a community. If we could solve those problems, we were then left with the problem of how does one change community attitudes. Some of the school systems across the country have experimented with community projects designed to change community attitudes to promote support for education. By support, I do not mean financial support, but I do mean the emotional and social support of the child in his pursuit of education. These have been very interesting projects, but the data produced have not been definitive.

Another idea in which the group mentioned above became much interested was what we called "an immunity study." We became curious as to why certain children living in an extremely high delinquency neighborhood never became delinquent. We thought that it would be possible to determine conditions and factors which deterred the development of this symptom. To my knowledge, this kind of study has never been attempted, although many of us have observed that certain groups seem to have an immunity. For instance, although there is a relatively large Oriental population in Seattle, very few children of Orientals find their way into the juvenile courts. The idea of immunity is not at all original. The medical profession has made some of its most important advances in the prevention of disease not by studying those who contracted the disease, but by studying those who did not contract it. This was the study of the smallpox vaccine as well as certain other measures which have effectively prevented the development and spread of certain infectious diseases. Unfortunately, this study never developed, although I think that it should prove to be fertile ground.

I have made some reference to study and research above. Let me say right now that there have been very few well-designed studies to measure the effectiveness of any particular method of preventing or treating delinquency. Many programs for the prevention and control of delinquency have been initiated but few of them have had a built-in evaluation part with the result that the program ends without anyone having a clear idea as to what has been accomplished, if anything had been accomplished. It reminds me of the two men, neither of whom could tell time. One, in an effort to embarrass the other, gave him a watch and then later asked him what time it was. The owner of the watch pulled it out of his pocket, showed it to his friend and said, "There it is." The friend replied, "It sure is."

COMMUNITY INVOLVEMENT

The trend toward involving the total community or as much of it as is possible in the prevention and treatment of social problems is not a new one. It is, however, an old trend with many new aspects to it. Most of the recent Federal programs have insisted that the leadership as well as the rank and file of communities must be involved in the program financed out of Federal funds. The first of these, to my knowledge, was the President's Committee on Juvenile Delinquency and Youth Crime which insisted that the power structure of the community must be visibly involved in any program funded by the Federal Government for the control of delinquency. The Community Mental Health Act has also required that community citizen action be heavily involved in these programs. Most recently the Economic Opportunity Program, otherwise known as the anti-poverty program, has also emphasized the importance of community involvement. This program has gone even further and has insisted that the objects of the program, the poor themselves, be involved in planning and implementation. This particular requirement has created a furor in many communities and is, in addition, much misunderstood. Like the delinquent referred to in the first part of my talk, I don't think that the poor alone can come up with the solutions to poverty, but I do think that their voices need to be heard, and they can certainly tell the community what it is like to be poor as well as about conditions which contribute to their continuing to be poor.

The three programs which I have just mentioned are massive attacks upon persistent social problems. As such, they represent an attempt to get away from the small scale, piecemeal approach to problems which are nationwide in scope. They represent also an attempt to involve many different disciplines and many different pockets of expertise in a comprehensive way upon large-scale problems. As such, they need to be encouraged for they are majestic in their reach for breadth and depth. It is easy to be critical about any one of them, especially the Economic Opportunity Program, for although the design is majestic, the implementation has frequently run into difficulty. Of all the anti-poverty programs, the Head Start Program has been the most successful to date. In this program, over 500,000 pre-school children have been involved this past year in a readiness program to prepare them for entry into school. Those who designed this program realized that many children need extra help in just getting started in school, much less accomplishing all the tasks required of them after they get into school. If this program is at all successful, and I think it is, it can have important bearing upon later social problems having to do with unemployment, public assistance, school dropouts, delinquency, and other similar kinds of problems. Other Economic Opportunity problems such as the Job Corps Camps and the Community Action Programs are encountering stormy weather in many parts of the country. The problems center around operation and implementation rather than the conceptions of the ideas behind the programs. On the whole, however, these programs are deserving of support if only because of the grand design of the massive attack upon these great social problems and because of the belief that specialists must join hands with community forces in the solving of problems which are partly, if not largely, related to community conditions.

A few years ago Judge James Lincoln, Juvenile Court Judge, Wayne County, Michigan, made a very cryptic comment when he said, "A community will have as much delinquency as it wants." On the surface of it, this seems to be a ridiculous remark. What Judge Lincoln meant was that if a community knows that family counseling, child guidance, small group programs and recreation, adequate juvenile court services, and sufficient youth officers and probation officers are needed and doesn't provide them, the community is, in effect, saying that it does not care how much delinquency it gets.

Community support and involvement cannot be achieved by fiat. It is achieved, I think, when citizens take a hard look at themselves and at the conditions which they find in their neighborhoods and cities and when they understand and participate in efforts to improve their community. One of the surest ways of securing citizen understanding and community action is through the involvement of volunteers in ongoing community programs. As citizen-volunteers become engaged meaningfully in thoughtful and sincere programs, their understanding grows apace and their support for established and innovative programs is inevitable.

There is no question but that this period of history will be recorded as the beginning of the space age. I would not be surprised, however, if the major emphasis is recorded in history as the age of human relations and of social concerns. There is now, more so than at any other time, a real and profound concern about our human relationships and about our social problems.

FIELD OBSERVATIONS

The participants were given an opportunity to observe some innovative treatment programs currently running in Eugene, Oregon. The four field observations were: the Eugene Police Department, the Employment Training Center of the Lane County Youth Project, the Lane County Juvenile Department, and the Central Lane YM-YWCA.

The participants were asked to attend two of the four possible field experiences. An average of four hours was spent at each agency. Workshop sessions were provided for discussion of the various field experiences.

CENTRAL LANE YM - YWCA

The Lane County Youth Project contracted with the Central Lane YM-YWCA to offer small group programs for school dropouts, pre-delinquent and delinquent in-school youth, and potential dropouts of junior high school age. Each group has the leadership of the youth worker and/or a volunteer. Through working as a group, talking about their common problems, and enjoying the activities offered by the "Y," these youth are helped to face current problems of everyday living and to plan for the future.

The Institute participants were oriented to the male and female programs by the youth workers and then given the opportunity to interact with some of the youngsters currently being served.

EMPLOYMENT TRAINING CENTER

The Employment Training Center is the Youth Employment Division of the Lane County Youth Project (a program supported by the President's Committee on Juvenile Delinquency and Youth Development for the treatment and prevention of juvenile delinquency).

The Employment Training Center was set up as a vocational counseling and training center for 500 youth between the ages of 16 and 21 who were out of school and unemployed. The program was set up for the individual youth in terms of what he needed, what he could do, and how he could best achieve his vocational goals. Vocational counseling gave the youth a chance to discuss his feelings about himself and employment, and helped him choose a training course realistically suited to his abilities.

Institute participants who attended this field experience were given an orientation to the objectives, goals, and methods of the Employment Training Center. They also had the opportunity to interact with several groups of youth who were then engaged in the vocational counseling programs. Through this process of interaction with the youth the participants were able to understand more fully the nature of the youth served by this agency as well as how the agency functioned.

EUGENE POLICE DEPARTMENT

This field observation was designed to acquaint participants with police procedures in their handling of juvenile offenders. Participants were given a tour of the police department and jail facilities. They saw a demonstration of how a juvenile is booked, what forms are used for gathering information, and how a youngster is turned over to the juvenile department. Participants had the opportunity to engage in a discussion of juvenile law and police policies with individual juveniles.

LANE COUNTY
JUVENILE DEPARTMENT

Each participant who came from a juvenile court to attend the Institute had the opportunity to visit the Lane County Juvenile Department and learn about some of its innovative correctional programs.

The participants had a tour of the facilities, including Skipworth, the detention home for youngsters. Particular emphasis was paid to the Department's use of volunteer help, especially the Case-Aide Program. This program is run contractually by the Lane County Youth Project and the Lane County Juvenile Department. A Volunteer Case-Aide Coordinator, assigned to the Lane County Juvenile Department, recruits, trains, and supervises volunteer Case-Aides. A Case-Aide works with youth under supervision of the Juvenile Department and serves as a friend and "big brother" in various ways.

WORKSHOPS

Four workshop sessions were arranged to give participants an opportunity to discuss in depth the contents of the Institute. Participants were requested to stay with one group for all four sessions to enable continuity of thought within the group.

Each of the six groups formed had a workshop leader and, available upon call, several resource specialists, and each group was composed of a variety of people representing different areas of interest.

At the completion of each workshop session the participants were given a Workshop Evaluation Questionnaire to complete. This questionnaire and a summary of its findings can be found in Appendix B.

APPENDICES

APPENDIX A

Teaching Record Prepared for use at the Eighth Annual Session of the Juvenile Court Summer Institute

DIVISION OF COMMUNITY SERVICES

DEPARTMENT OF INSTITUTIONS

State of Washington

Teaching Record Prepared for Use at the Eighth Annual Session of the Oregon Juvenile Court Summer Institute

August 16, 17, 18, 19 & 20, 1965

Jack Griffin Record

The attached teaching record is a composite summation of reports and information contained in a number of case records of various social agencies that have had contact with our client.

It is our plan at this Institute to have the young man present on Wednesday morning to participate on a panel with three of the people he knew as professional staff personnel during the years of his minority. These people will ask questions and react to comments by their former client and pupil, and will attempt to draw out what, in the young man's opinion, were the salient features of his treatment over the years, and perhaps what things he felt were of little value.

Following this first session, the panel will reconvene without the young man being present and will then have an opportunity to react to the entire case on the basis of their own specialized fields of interest and knowledge.

In the interest of protecting the young man's right to confidential handling of his personal affairs, we will not entertain direct questions from participants during the first session of the panel presentations but will welcome free discussion during the second session, and we anticipate that many questions will be directed to the panelists.

The case record has been changed slightly, the name is fictitious, but the substance of the record is essentially factual. The record has been read and approved by the young man.

Throughout the last three days of the workshop, this record and the panel discussion will form the basis for much of the workshop discussion. You are urged to read the record and raise questions about the entire case, the method of handling, and this method of presentation.

Jack A. N. Ellis, ACSW
Delinquency Prevention Consultant

Study Questions

In reading this case, and in observing the panel presentation in which Jack will be present, we would suggest that you do so with some of the following questions in mind.

1. What factors in Jack's personal life may have contributed to his difficulties?

2. What factors in his family life may have affected his behavior for better or worse?

3. What factors in his school life may have (a) helped, or (b) hindered his adjustment?

4. Who were the most significant people in Jack's life and how might they have been helped to be more helpful to Jack?

5. How might the community (county) in which Jack lived have been of greater service to Jack and his family?

6. Which of the experiences in Jack's course of institutional treatment were most significant, and which were least helpful?

7. What, in your opinion, are the major gaps in the Court's and other agencies' attempts to help Jack and his family?

8. Assume that you are one of the professional people working with Jack (teacher, probation counselor, guidance worker, police officer, clergyman, etc.). What would you need to know and what would you feel would have to be done to help Jack deal with his problems?

   That is, develop a basic diagnosis or assessment of the problems and outline how you would deal with them from the point of view of one of the professions mentioned.

Social Assessment

Name: Jack Griffin

Date: July 17, 1965

Address:
Clarkston Street
Fort Kelsey
Peters County

Parents: Dorothy & Fred Griffin

Age: 20 (Birthday: 4/25/45)

Presenting Problems (Delinquency History)

Jack Griffin has been known to the Peters County Juvenile Court since shortly after his eighth birthday (4/28/53), when he was referred by school officials to the City Police for theft of $1.62 from the purse of a female classmate. He was also alleged to have engaged in sex play with another female classmate, to have purchased candy, ice cream and cigarettes for himself and male and female friends, and to have been a serious behavior problem in class.

At this time, he was referred to the Mental Hygiene Clinic in the County, where he was seen regularly for about six weeks. Following this, the Court received a number of complaints from people in the community to the effect that Jack was still engaging in sex play and was generally leading an undisciplined life.

A chronological summary of this and subsequent Court contacts, compiled from one of the institutional records, follows.

> August 31, 1953 - Petition filed in Juvenile Court alleging--"no parent or guardian able or willing to exercise proper parental control." Supporting allegations were that Jack had been engaged in sex play, showed severe misbehavior in school and had been suspended from school.
>
> Disposition - Case continued for further study.
>
> September 10, 1953 - County Mental Hygiene Clinic recommended returning Jack to school and on September 11, by Court order, Jack re-entered school under supervision of the Clinic psychiatrist.

November 23, 1953 - Petition to Juvenile Court alleging that Jack had been incorrigible in school, and re-stating earlier allegations about his behavior. A report from the Mental Hygiene Clinic at this time indicated that a trial period of treatment with Jack and his parents was impossible in view of the lack of parental control over Jack.

The petition requested commitment to the Boys' Training School, and Jack was formally committed on November 27, 1953.

March 27, 1954 - Jack was released from the Training School, committed to the guardianship of the probation counselor, and ordered to be placed in foster care but this was not effected and, instead, he remained with his parents.

May 4, 1954 - The order of commitment to the probation counselor was revoked and Jack was returned to the temporary custody of his parents.

May 17, 1954 - Referred back to Juvenile Court on theft of BB-gun. Placed on unofficial probation and returned to parents.

July 4, 1954 - Returned to Juvenile Detention during investigation of an alleged burglary charge, and on July 22, 1954 Jack was committed to the State Psychiatric Hospital for observation under provision of the "psychopathic delinquent act."

August 19, 1954 - Jack was released from the hospital by Court order, with a diagnosis--"Adjustment Reaction of Childhood: without psychosis," and was again returned to his parents' home.

The period from August 1954, to March 1957, seems to have been relatively uneventful, and was marked by fairly good school adjustment and no formal referral to the Court or other social agencies.

On March 8, 1957 - Jack was again referred to the Court on a matter of theft of a wallet from a dressing room in a local public swimming pool.

He was counseled, warned, and dismissed on this occasion, "due to his good attitude and good behavior since 1954."

March 8, 1957 (cont'd)

(In this instance, the property stolen belonged to the son of one of the Juvenile Court Judges, but both Jack and the probation officer agree that Jack would not have known this at the time of the theft.)

On June 26, 1957, Jack was again referred to the Juvenile Counselor as a result of having been involved in an auto theft. Jack was placed on informal probation for three months, but by November 15, 1957 he was again referred to Court by the principal of the Junior High School because of seriously disturbing behavior and "general incorrigibility."

At this time, he was given physical and psychiatric evaluations, as well as a complete social assessment, and between that referral and May of 1958, while these evaluations were being worked up, he allegedly became involved in the burglary of a home, theft of car keys, and auto theft. He was, therefore, again committed to the State Department of Institutions as a delinquent child, and was transferred to the Reception and Diagnostic Center for evaluation and treatment planning within the Institutional program.

He was released from the Department's Institution in September of 1960, to return to his parents and to re-enter school.

The following extract is paraphrased from the Institutional record and illustrates the pattern of Jack's adjustment over the two and one-half year period he was in Institutional care.

> During his stay until a few months ago, Jack has been involved in incidents such as refusal to work, feigning illness, and countless actions which involved him in trouble.
>
> In school, he had been doing just the required minimum up until recently. Jack has taken a sincere interest in the religious program and also an active part in Chapel services. He is of the Mormon faith and has been attending Mormon instructional classes on Wednesday evening. His behavior in detail has shown a marked improvement, and, as a result, his grades are much higher. He has been no discipline problem on detail recently, but his work has to be constantly checked as he is inclined to be unsanitary and neglectful on details.
>
> Jack received a Review Board on 5/18/60. At that time it was felt that Jack was not ready to go home, and therefore he was

not paroled. The recommendations of the Review Board were that Jack be held with the understanding that more demands and stricter controls be set up for him. This was pointed out to the boy and it is felt that, from that time on, Jack realized he must earn his way out rather than just putting in his time. This is evident in his performance on detail which has been 'way above average for this boy since his previous Review Board. Also, in other areas such as school and cottage and in all his interpersonal relationships with his peer group and staff, there has been a marked improvement.

Parole Plans - Placement investigated with his parents. Plans are now being carried out to enroll Jack in high school. Jack has expressed a keen desire to finish high school and a willingness to participate in extra-curricular activities such as football and music. Employment is not considered at this time. He will be expected to carry out duties around the home to earn his allowance. This placement is recommended. It appears that desirable and worthwhile goals have been formulated by Jack and his parents. Also, a new home has been obtained to give him a new environment.

Personal History

Birth - Normal pregnancy, Caesarean delivery. This pregnancy occurred at the beginning of menopause. Only child of present marriage. Two earlier pregnancies in previous marriage of mother, female births normal, both living, married, and away from parents' home.

Walking and Talking - Reported normal

Early Health - Medical history includes head injury at the age of eight months, and one year, both of these injuries resulting from falls: one from a crib, and one from a toilet seat. Jack had serious convulsions at the age of 18 and 30 months, these as a result of infected tonsils. Tonsillectomy was performed at 30 months. Childhood diseases listed were measles, chicken-pox, and mumps.

Jack showed signs of obesity from early childhood but was not evaluated for this until school years. During his 7th and 8th year, he was evaluated on The Wetzel Grid with the following report: "On the Wetzel Grid this shows a development level growth gain of 18 levels in 12 months (the normal rate being about one level per month).

This shows that he is growing very fast. The grid also shows him to be a constitutionally large child (A 3 - A 4) and his speed of growth as shown by the grid is faster than 99% of others (boys) in his age group. Jack has been seen at one of our grid clinics in an attempt to find a reason for his obese nature. The doctor reported no findings."

In 1957, he was again evaluated for obesity, with a diagnosis given of "Manifestations of hypothyroidism," a diagnosis that has been twice confirmed by basal metabolism examination. Thyroid treatment was instituted in 1957.

Education - Completed high school. Education has been marked by much behavioral difficulty. Entire education has been in one county school district area, except for period in Department of Institutions' Schools. Average to above-average intelligence. Most important period in his education seems to be the period from 1954 to 1957, when he had close contact with a school principal who set firm, consistent limits but was able to help Jack feel that he was making progress.

Religion - Jack and his family have belonged to the Church of Jesus Christ of Latter Day Saints (Mormon) and have been generally regular and active members.

Personality - Jack has been described by several of the people he has been in contact with and a composite picture suggests that he has always been physically larger and more obese than his peers, that until recently he has been given to temper tantrums, outbursts of physical abuse on children younger than himself, sullenness when frustrated, and impulsiveness when unable to have his own way.

He has been described as a child who seemed to have friends among his peers but one who had difficulty in relating to adults.

As a young man, he is thoughtful, pleasant, but quite self-effacing about his ability to achieve. He gives a good account of himself, although there are still some evidences of impulsivity present.

At the present time, Jack is married, has one child, has been employed as a laborer, and for the most part has been trying to conform and avoid further problems with the authorities.

Family History

Mother - Born in 1901, Idaho. High school education. Married in 1919. Two daughters. Divorced. Remarried to Jack's father in 1934. In personality, she has been described as a very forceful person in the home, but a woman who over-indulged her son. She seems to have also managed to involve the father in this over-indulgence. Jack reports that he always got anything he wanted one way or another. Mother appears to have been quite unrealistic in her supervision of Jack, and in her acceptance of the seriousness of his behavior away from the home.

Father - Born in 1900, North Dakota. High school education. Occupation, accountant. First marriage. Jack is only child. Personality not too clearly identified but seems to have been dominated by his wife and to have accepted a passive role in the home. Now deceased.

Siblings - Two half-sisters, the youngest being twenty-one at the time of Jack's birth. Both married, no special problems or difficulties. Do not seem to have been especially important in Jack's relationships.

APPENDIX B

Workshop Evaluation Questionnaire

WORKSHOP FEEDBACK QUESTIONNAIRE

Oregon Juvenile Court Summer Institute
August 16--20, 1965

Name______________________________ Workshop______ Session No.______

(Above must be completed by each participant.)

1. How satisfied am I with my own participation?

/______________/________________/__________________/____________/

Very Satisfied	Fairly Satisfied	Not Very Satisfied	Not At All Satisfied

2. How free did I feel to say or ask what I wanted to?

/______________/________________/__________________/____________/

Very Free	Fairly Free	Not very Free	Not At All Free

Why did I mark where I did?______________________________________

____

3. How well did we operate as a group in listening to each other and thinking together?

/______________/________________/__________________/____________/

Did Very Poorly	Did Rather Poorly	Did Fairly Well	Did Very Well

Why did I mark where I did?______________________________________

____

4. What did you find most helpful in this workshop session?_________

____

____

5. What did you find least helpful in this workshop session?________

____

____

6. What suggestions do you have for the next session?______________

____

____

7. Other:____

WORKSHOP FEEDBACK QUESTIONNAIRE SUMMARY

1965

Data from 199 Questionnaires

Question 1 How satisfied am I with my own participation?

	No.	%
a. very satisfied	52	26
b. fairly satisfied	106	53
c. not very satisfied	32	16
d. not at all satisfied	3	2
e. blank	6	3

Question 2 How free did I feel to say or ask what I wanted to?

	No.	%
a. very free	122	61
b. fairly free	54	27
c. not very free	15	8
d. not free at all	1	1
e. blank	7	4

Question 2 Why did I mark where I did?

1. These items were made possible by good leadership.
2. There was a good level of respect for each member.
3. Free discussion.
4. In #1, I obviously participated too much.
5. Discussion and congenial.
6. Group was willing to listen and answer my questions.
7. Group brought up such practical questions that it was easy to respond and participate.
8. No barriers.
9. Felt integrated with the group.
10. Because I participated more than I usually do.
11. It was appropriate.
12. Because I feel that I did get to say what I wanted to.
13. I didn't say much, but as a teacher I learned a lot of useful information.
14. Some necessary questions were not asked.
15. Felt held down by a dominating group member with an opposing philosophy.

Question 2 (Continued)

16. My emotions held me in check on certain questions being freely hammered around.
17. Was able to express my thoughts.
18. Simply what I felt.
19. Very liberal relaxed workshop leader.
20. Interest in volunteer development.
21. Felt unsure because of the group's relative experiences.
22. Teacher's viewpoint held down students.
23. Felt defensive or disagreed with the group.
24. Group interaction confusing.
25. Group worked together.
26. They listened.
27. Group too large and cumbersome.
28. Felt I could have done more.
29. Sessions were beneficial to me and my work.
30. Group reinforced my participation and helped me contribute to it.
31. Topics shifted too quickly.
32. Felt like an outsider, too much conflict.
33. Improved with time, ice breaking.
34. Students felt inadequate to participate fully as an equal.
35. Personal inadequacy felt.

Question 3 How well did we operate as a group in listening to each other and thinking together?

	No.	%
a. did very poorly	--	--
b. did rather poorly	23	12
c. did fairly well	95	48
d. did very well	72	36
e. blank	9	5

Question 3 Why did I mark where I did?

1. Variety of ideas, good participation.
2. Good group, free interaction.
3. Good continuation of discussion.
4. Some repetition.
5. Group leader skillful.
6. Group worked together.
7. It's appropriate, the truth, that's how I felt, etc.
8. No domination by one person or part of the group.

Question 3 (Continued)

9. Limited area discussed.
10. Communication of real ideas not done efficiently.
11. Trouble sticking to topic, or continuing until conclusion was reached.
12. Listening good, thinking poor.
13. Lack of common ground between group members.
14. Group was interested, intelligent, resourceful, and courteous.
15. Smaller groups were very good for total group participation and involvement.
16. Everyone was polite and participated.
17. Concerned with what we "can't do" too much rather than what we could "try."
18. Some function in the group.
19. "Hostility."
20. Group not trying.
21. Only part of the group was taking part.
22. Disagreement on intellectual level, not emotional.
23. Group really worked and exchanged ideas.
24. Lacked transition skill in going from topic to topic.
25. Acoustics bad, couldn't hear.

Question 4 What did you find most helpful in the workshop session?

1. Group participation.
2. Discussing why we fail to reach juvenile delinquents.
3. Seeing need for inter-agency coordination.
4. Moderator good in guiding group.
5. Practice in group dynamics on Jack's case.
6. Student and professional interaction.
7. Exchange of ideas in complete freedom.
8. Idea of "negotiating a contract with your client."
9. Insight in innovative treatment.
10. Ideas on "involving the community."
11. Ken Polk's discussion excellent.
12. Jewel Goddard and his methods.
13. Art Pearl excellent.
14. Dean Brink excellent.
15. Tours great; Y.E. especially, ETC, YM-YWCA.
16. Small group process (workshop broke up into subgroups).
17. Bob Lee, workshop leader, and discussion of Case-Aides.
18. Talk on education and the slow learner.
19. Ellis' summary.
20. Innovative methods in juvenile delinquency handling.
21. Education's viewpoint.

Question 5 What did you find least helpful in the workshop session?

1. Repetition of discussions.
2. Rehashing Jack's case.
3. Too much discussion of isolated or specific instances.
4. Argument as to merits of professionals vs. non-professionals.
5. Rehashing field observations.
6. Social activities.
7. EPD field observation too long.
8. Not coming to grips with the theme and specific topics.
9. Digression
10. Too much talk on schools and their problems.
11. Sub-grouping (workshop broke into smaller groups); limited viewpoints available.
12. Group too large.
13. Lack of group focus or direction.
14. No new material.
15. Lack of real structure.
16. Discussion on group dynamics.
17. Topics not applicable to my work or over my head.
18. Too many topics covered.
19. Nothing wrong, all O.K., all satisfactory.
20. Too much smoking.

Question 6 What suggestions do you have for the next session?

1. Too much structure.
2. More structure, keeping on the subject.
3. More people from juvenile delinquency related areas not here this year, i.e., mental health, psychologists.
4. Groups need to be smaller.
5. Resource people needed in every session.
6. Better group-handling workshop leaders.
7. Our selecting topics for the sessions.
8. More information on community resources.
9. More speakers, less workshops (Art Pearl speaking to each workshop).
10. Switching workshop assignments day to day.
11. Briefer and more field observations.
12. Everyone to each field observation or at least three field observations for everybody.
13. New field observations, sheriff's, city jail, O.C.I.
14. Evaluate the workshop group dynamics.
15. Discuss "confidentiality" in area of participation.

Question 6 (Continued)

16. More discussion of areas covered by Dean Brink.
17. More total group participation.
18. More of the same.
19. Review work done by LCYP.
20. Focus on concepts of agency practices.
21. Discussion of the common terms in our field, i.e., delinquency, success.
22. Bring in some juvenile judges.
23. Let's be specific in how we do things, less theory.
24. Better meeting place.
25. More work with juvenile department and volunteers.

Question 7 Other

1. Let people working with kids speak to us.
2. Good session.
3. Look into juvenile law.
4. Better organization of day's activities.
5. Parents of foster home-type.
6. Age, traits, need discussion.
7. Sessions on community working with juvenile delinquency.
8. Hand out synopsis of main speeches.
9. New theories in juvenile delinquency work.
10. Involve more students.
11. Socio-economic bias needs discussion.
12. Better and wider use of resource people.
13. Let everybody visit all the field observations.

1965

JUVENILE COURT SUMMER INSTITUTE

PARTICIPANTS

Adkins, Jack
Student
University of Oregon
Eugene, (Lane) Oregon

Allen, Blanche A. (Mrs.)
Teacher
Eugene Public School District #4
Eugene, (Lane) Oregon

Allen, Ken
Student
University of Oregon
Eugene, (Lane) Oregon

Anderson, June (Mrs.)
Counselor
Benton County Juvenile Department
Corvallis, (Benton) Oregon

Anderson, Marc H.
Director
Harney County Juvenile Court
Burns, (Harney) Oregon

Anderson, Rex
Deputy Sheriff
Deschutes County
Bend, (Deschutes) Oregon

Andrieu, David P.
2nd Lieutenant
U. S. Army
Eugene, (Lane) Oregon

Barrett, Bruce E.
Counselor
Washington County Juvenile Department
Hillsboro, (Washington) Oregon

Barrett, Robert
Student
University of Oregon
Eugene, (Lane) Oregon

Brock, James
Student
University of Oregon
Eugene, (Lane) Oregon

Budicki, Margaret
Juvenile Counselor
Lane County Juvenile Department
Eugene, (Lane) Oregon

Bulfinch, Steve
Program Analyst
Lane County Juvenile Department
Eugene, (Lane) Oregon

Burkey, Alfred
Student
University of Oregon
Eugene, (Lane) Oregon

Burnett, Neil
Probation Officer
Yakima County Juvenile Department
Yakima, (Yakima) Washington

Burrington, Kathy
Community Participant
205 42nd Avenue East
Eugene, (Lane) Oregon

Butler, Maureen
Student
University of Oregon
Eugene, (Lane) Oregon

Chase, Cynthia
Group Supervisor
Marion County Juvenile Department
Salem, (Marion) Oregon

Clark, Audrey
Nursery School Teacher
Eugene, (Lane) Oregon

Clingman, Patricia E.
Counselor-Trainee
Lane County Juvenile Department
Eugene, (Lane) Oregon

Cooper, Harold R.
Counselor
Coos County Juvenile Department
Coquille, (Coos) Oregon

Cornwell, Robert
Probation Officer
Grant County Juvenile Department
Ephrata, (Grant) Washington

Coulter, Losina
Counselor
Washington County Juvenile Department
Hillsboro, (Washington) Oregon

Criqui, John
Counselor
Clackamas County Juvenile Department
Oregon City, (Clackamas) Oregon

Decker, Larry E.
Community Youth Worker
Lane County Youth Project
Eugene, (Lane) Oregon

deRoos, Frances E.
Counselor-Trainee
Lane County Juvenile Department
Eugene, (Lane) Oregon

Dmochowsky, Stan
Assistant Principal
Springfield School District #19
Springfield, (Lane) Oregon

Dodson, Lucille A.
Teacher, Special Education
Madrone Ranch School
Eugene, (Lane) Oregon

Dodson, Thomas F., Jr.
Director
Madrone Ranch School
Eugene, (Lane) Oregon

Douda, Phyllis
Community Participant
1792 34th Place West
Eugene, (Lane) Oregon

Dougherty, John
Counselor
Clackamas County Juvenile Department
Oregon City, (Clackamas) Oregon

Eeles, R. A.
Student
University of Oregon
Eugene, (Lane) Oregon

Finkle, William H.
Counselor
Multnomah County Juvenile Department
Portland, (Multnomah) Oregon

Fisher, Rowland
Boys' Counselor
Jackson County Juvenile Department
Medford, (Jackson) Oregon

Frazier, Duane M.
Attendance Counselor
Multnomah County Intermediate Education
Portland, (Multnomah) Oregon

Frazier, William R.
Juvenile Counselor
Josephine County Juvenile Department
Grants Pass, (Josephine) Oregon

Fullerton, Sally (Mrs.)
Counselor, Employment Training Center
Lane County Youth Project
Eugene, (Lane) Oregon

Gerfen, Earl
Vice-Principal
Lebanon Union High School
Lebanon, (Linn) Oregon

Gilbert, Stanford
Counselor
Clackamas County Juvenile Department
Oregon City (Clackamas) Oregon

Giles, Phil
Supervisor,
Intake Counseling and Training
Employment Training Center, LCYP
Eugene, (Lane) Oregon

Goodwin, Luella
Student
University of Oregon
Eugene, (Lane) Oregon

Grant, Fred R.
Director
Lincoln County Juvenile Department
Newport, (Lincoln) Oregon

Guile, Madge M. (Mrs.)
Teacher
Veneta Public Schools
Veneta, (Lane) Oregon

Gray, Flossie
Dean of Girls
Springfield School District #19
Springfield, (Lane) Oregon

Hedge, Glen
Assistant Probation Officer
Lewis County Juvenile Department
Chehalis, (Lewis) Washington

Heffron, Mic
Probation Officer
Yakima County Juvenile Department
Yakima, (Yakima) Washington

Hellisvig, Carol
Group Supervisor, Skipworth Home
Lane County Juvenile Department
Eugene, (Lane) Oregon

Henderson, Helen I.
Probation Officer
Twin Falls Probate Court
Twin Falls, (Twin Falls) Idaho

Henderson, Kent D.
Student
Idaho State University
Pocatello, (Bannock) Idaho

Hickam, James Reed
Staff Supervisor
King County Juvenile Court
Seattle, (King) Washington

Hoecker, Dale
Community Service Coordinator
Lane County Youth Project
Junction City, (Lane) Oregon

Hogland, Gerald H.
Counselor
Crook County Juvenile Court
Prineville, (Crook) Oregon

Horney, Reata A. (Mrs.)
Foster Mother
Central Oregon Circle "H" Boys Ranch
Culver, (Jefferson) Oregon

Horyna, Larry
Community Youth Worker
Lane County Youth Project
Oakridge, (Lane) Oregon

Huey, Curt
Dean of Boys
Springfield School District #19
Springfield, (Lane) Oregon

Hunt, Robert M.
Juvenile Counselor
Lane County Juvenile Court
Eugene, (Lane) Oregon

Johnston, Stephen B.
Student
University of Oregon
Eugene, (Lane) Oregon

Jones, Myron E.
Juvenile Counselor
Clatsop County Juvenile Department
Astoria, (Clatsop) Oregon

Jones, Ruth E.
Teacher
Seaside High School
Astoria, (Clatsop) Oregon

Jordan, William D.
Juvenile Counselor
Malheur County Courthouse
Vale, (Malheur) Oregon

Kalwells, Karen
Student
University of Oregon
Eugene, (Lane) Oregon

Kamali, Reza
Student
University of Oregon
Eugene, (Lane) Oregon

Kamplin, Nick
Supervisor, Program Support
Employment Training Center, LCYP
Eugene, (Lane) Oregon

Kimball, Don
Student
University of Oregon
Eugene, (Lane) Oregon

Knickerbocker, Glen W.
Counselor
Marion County Juvenile Department
Salem, (Marion) Oregon

Koval, Patricia
Student
University of Oregon
Eugene, (Lane) Oregon

Langlie, Bernadine (Mrs. H.V.)
Deputy Chief Probation Officer
Kitsap County Juvenile Department
Port Orchard, (Kitsap) Washington

Lawrentz, Herbert
Probation Officer
Pierce County Juvenile Department
Tacoma, (Pierce) Washington

LeBarron, Joan (Mrs.)
Counselor
Clackamas County Juvenile Department
Oregon City, (Clackamas) Oregon

Lehrman, Mary
Group Supervisor, Skipworth Home
Lane County Juvenile Department
Eugene, (Lane) Oregon

Libby, Pearle M.
Elementary School Counselor
Springfield School District #19
Springfield, (Lane) Oregon

Lockridge, Robert D.
Juvenile Director
Polk County Juvenile Department
Dallas, (Polk) Oregon

Lohner, Ed
Community Youth Worker
Lane County Youth Project
Junction City, (Lane) Oregon

Lundberg, Alan
Program Assistant
Lane County Youth Project
Eugene, (Lane) Oregon

Lynch, Jim H.
Program Assistant
Employment Training Center, LCYP
Eugene, (Lane) Oregon

Mack, Larry
Director
Umatilla County Juvenile Department
Pendleton, (Umatilla) Oregon

Martin, Larry
Vocational Counselor Supervisor
Employment Training Center, LCYP
Eugene, (Lane) Oregon

May, Carl
Guidance and Counseling Head
Lebanon Union High School
Lebanon, (Linn) Oregon

McCoy, Janet
Student
University of Oregon
Eugene, (Lane) Oregon

McDaniel, Irene
Student
University of Oregon
Eugene, (Lane) Oregon

McKee, George
Counselor
Washington County Juvenile Department
Hillsboro, (Washington) Oregon

McKillop, Pauline
Supervisor, Girls' Small Group Program
Central Lane YM-YWCA
Eugene, (Lane) Oregon

Miller, Ken L.
Director
Pitchford Boys' Ranch
Roseburg, (Douglas) Oregon

Murdock, Kathy
Student
University of Oregon
Eugene, (Lane) Oregon

Murphy, Anne
Juvenile Counselor
Umatilla County Juvenile Department
Pendleton, (Umatilla) Oregon

Nelson, Irene
Student
University of Oregon
Eugene, (Lane) Oregon

Nierman, Wayne
Community Service Coordinator
Lane County Youth Project
Eugene, (Lane) Oregon

Ostrom, K. W.
Director
Marion County Juvenile Department
Salem, (Marion) Oregon

Page, Lawrence F.
Principal
Lebanon Union High School
Lebanon, (Linn) Oregon

Parker, Holly
Student
University of Oregon
Eugene, (Lane) Oregon

Pauley, Robert
Probation Officer
Clark County Juvenile Department
Vancouver, (Clark) Washington

Penhollow, Honorable D. L.
County Judge
Deschutes County Court
Bend, (Deschutes) Oregon

Printz, Elma M.
Teacher
Springfield School District #19
Springfield, (Lane) Oregon

Pusc, Patrick
Teacher
Eugene Public School District #4
Eugene, (Lane) Oregon

Reynolds, Sam
Messenger
Lane County Youth Project
Eugene, (Lane) Oregon

Rhea, Wendy
Student
University of Oregon
Eugene, (Lane) Oregon

Rinehart, Delores
Teacher, Patterson Elementary School
Eugene Public School District #4
Eugene, (Lane) Oregon

Ross, Jim F.
Community Youth Worker
Lane County Youth Project
Eugene, (Lane) Oregon

Roth, Sam
Counselor
Coos County Juvenile Department
Coquille, (Coos) Oregon

Rudgear, Drew J.
Program Supervisor
Family Service Program, LCYP
Eugene, (Lane) Oregon

Russell, Auda
Student
University of Oregon
Eugene, (Lane) Oregon

Saloos, Harry
Field Counselor
MacLaren School for Boys
Eugene, (Lane) Oregon

Schaven, Bruce
Student
University of Oregon
Eugene, (Lane) Oregon

Selvidge, Jean
Policewoman
Seattle Police Department
Seattle, (King) Washington

Serafin, Verona Lee
Student
University of Oregon
Eugene, (Lane) Oregon

Shafer, Gladys S.
Teacher
Springfield School District #19
Springfield, (Lane) Oregon

Shippen, Ernest E.
Juvenile Court Director
Deschutes County Juvenile Department
Bend, (Deschutes) Oregon

Smith, Samuel H.
Director
Benton County Juvenile Department
Corvallis, (Benton) Oregon

Snow, Neal
Intake Counselor
Lane County Juvenile Court
Eugene, (Lane) Oregon

Sparkman, Sherrie Lynn
Student
University of Oregon
Eugene, (Lane) Oregon

Spence, Barbara
Research Analyst
Lane County Youth Project
Eugene, (Lane) Oregon

Stuber, Sherrie
Secretary
Lane County Youth Project
Eugene, (Lane) Oregon

Sylvester, Terry Ann
Teacher, North Eugene High School
Eugene Public School District #4
Eugene, (Lane) Oregon

Tankersley, William T.
Court Director
Curry County Juvenile Department
Gold Beach, (Curry) Oregon

Tanner, Bonnie
Probation Officer
Pierce County Juvenile Court
Tacoma, (Pierce) Washington

Terzenbach, Jack
Juvenile Counselor and
Probation Officer
Linn County Juvenile Department
Lebanon, (Linn) Oregon

Thomas, Terry A.
Student
University of Oregon
Eugene, (Lane) Oregon

Thuesen, Theodore J.
Instructor, Department of Sociology
Pacific Lutheran University
Tacoma, (Pierce) Washington

Tolls, Judy
Counselor
Marion County Juvenile Department
Salem, (Marion) Oregon

Tweedy, Lawrence L.
Director
Jackson County Juvenile Department
Medford, (Jackson) Oregon

Vandenberg, John H.
Juvenile Director
Lake County Juvenile Department
Lakeview, (Lake) Oregon

VanHorn, Roy
Assistant Principal
Springfield School District #19
Springfield, (Lane) Oregon

Waechter, Martin
Volunteer Coordinator
Family Service Program, LCYP
Eugene, (Lane) Oregon

Walker, Ruth B.
Girls' Intake Counselor
Jackson County Juvenile Department
Medford, (Jackson) Oregon

Weaver, Keith
Student
University of Oregon
Eugene, (Lane) Oregon

Welling, Julie
Student
University of Oregon
Eugene, (Lane) Oregon

Williams, Beneva
Student
University of Oregon
Eugene, (Lane) Oregon

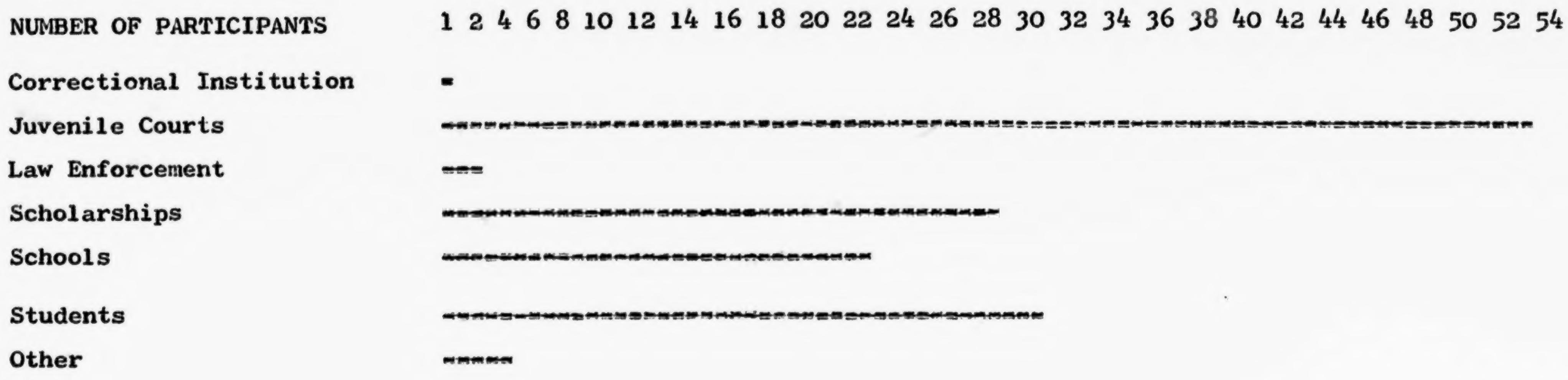
Winston, Dean
Student
University of Oregon
Eugene, (Lane) Oregon

Young, Vance
Clackamas County Juvenile Department
Oregon City, (Clackamas) Oregon

CLASSIFICATION OF PARTICIPANTS

IN THE

1965 JUVENILE COURT SUMMER INSTITUTE



TOTAL PARTICIFANTS 141

APPENDIX A.2(f)

1966 JUVENILE COURT PROCEEDINGS

"Priority Planning in Juvenile Corrections: a design for strategic action"

JUVENILE COURT SUMMER INSTITUTE
1966

THEME:

Priority Planning In Juvenile Corrections:

a design for strategic action

SPONSORED JOINTLY BY
THE OREGON JUVENILE COURT JUDGES ASSOCIATION
AND THE UNIVERSITY OF OREGON
EUGENE, OREGON

JUVENILE COURT
SUMMER INSTITUTE
1966

OREGON JUVENILE COURT JUDGES ASSOCIATION

The Honorable D. L. Penhollow, President
Deschutes County Court House
Bend, Oregon

COMMITTEE ON TRAINING AND RESEARCH

The Honorable Edward Leavy, Chairman
Lane County Court House
Eugene, Oregon

DIRECTOR

D. R. Rinehart, Training Chief
Lane County Youth Project
Eugene, Oregon

ASSOCIATES

Kenneth Polk
Department of Sociology
University of Oregon
Eugene, Oregon

V. K. Jensen
Center for Social Service Training and Research
University of Oregon
Eugene, Oregon

ADMINISTRATIVE ASSISTANT

Alan Lundberg, Training Assistant
Lane County Youth Project
Eugene, Oregon

GUEST SPEAKERS:

William T. Adams, Associate Director, Joint Commission on Correctional Manpower and Training, Washington, D.C.

Honorable Ralph M. Holman, Oregon Supreme Court Justice, Salem

Honorable D. L. Penhollow, President, Oregon Juvenile Court Judges Association

George Randall, Director, Oregon Division of Corrections, Salem

SYMPOSIUM PARTICIPANTS:

F. Gordon Cottrell, Attorney at Law, Eugene

Robert H. Fraser, Attorney at Law, Eugene

James L. Hershner, Attorney at Law, Eugene

V. K. Jensen, Director, Field Placement Program, Center for Social Service Training, University of Oregon, Eugene

Honorable Edward Leavy, Circuit Court, Lane County, Eugene

Duane Lemley, Consultant, Oregon Council on Crime and Delinquency, Portland

Robert J. McCrea, Attorney at Law, Eugene

James E. Merritt, Chief, Agency Programs, Lane County Youth Project, Eugene

Joseph L. Thimm, Community Consultant, Oregon Division of Corrections, Salem

DISCUSSION GROUP LEADERS:

Stan Hulbert, Delinquency Prevention Consultant, Division of Community Services, State of Washington

Mary Lou Hoefer, Case Work Supervisor, Lane County Juvenile Department, Eugene

Robert J. Lee, Case Aide Coordinator, Lane County Youth Project, Eugene

Gary Mackie, Family and Child Welfare Specialist, United Good Neighbors, Seattle

Ron Marshall, Director, Tillamook County Juvenile Department, Tillamook

Kay Ostrom, Director, Marion County Juvenile Department, Salem

WORKSHOP PARTICIPANTS:

A) Steve Bulfinch, Research Analyst, Lane County Youth Project--Lane County Juvenile Department, Eugene
   John Koval, Chief Research Operations, Lane County Youth Project, Eugene
B) Carl Erickson, Director, King County Juvenile Court, Seattle
C) William Wasmann, Managing Editor, Eugene Register-Guard, Eugene
   Honorable Joseph B. Felton, Circuit Court Judge, Marion County, Salem
   James G. Welch, Managing Editor, Salem Capitol Journal
D) Gerald Jacobson, Assistant Director, Lane County Juvenile Department, Eugene
   Robert T. Hunt, Juvenile Counselor, Lane County Juvenile Department, Eugene
   Riley Hunter, Juvenile Counselor, Lane County Juvenile Department, Eugene

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FOREWORD

These proceedings describe the ninth annual Juvenile Court Summer Institute which was held August 15-19, 1966 at the University of Oregon campus, Eugene, Oregon. The Institute was sponsored by the Oregon Juvenile Court Judges Association and the University of Oregon. The theme of the conference was "Priority Planning in Juvenile Corrections: a design for strategic action."

There were 87 Institute participants representing some 21 counties in Oregon, Idaho, and California. Participants came from juvenile courts, law enforcement agencies, schools, correctional institutions, courts of law, and youth agencies.

The Institute provided an opportunity for persons of various professions, interested in youth problems, to come together for a week's learning experience. A wide selection of speakers, panel participants, workshop leaders, and resource specialists was provided to give the participants the chance to broaden their experience.

Due to audio technical difficulties neither the symposium, "Juvenile Judicial Processes and the Legal Rights of Parents and Children," nor the Friday luncheon speech were included in these proceedings.

MONDAY 8-15-66	TUESDAY 8-16-66	WEDNESDAY 8-17-66	THURSDAY 8-18-66	FRIDAY 8-19-66
8:30 Registration 9-9:15 Greetings: Hon. D. L. Penhollow 9:15-9:30 Theme: D. R. Rinehart 9:30-10:00 Break 10-12:00 Speaker: Wm. T. Adams "Correctional Manpower Needs: A Challenge for Action"	Symposium 9:00-12:00 Session II (continuation of Monday afternoon Symposium) "Manpower: A Look at --Recruitment --Training --Deployment"	Special Interest Workshops 9:00-12:00 A) "Computer and Data Analysis in the Decision-Making Process" Leader: S. Bulfinch B) "Juvenile Conference Committee" Leader: C. Erickson C) (See Thursday a.m.) D) "Assessments and Trends in Institutional and Community Treatment" Leader: G. Jacobson	Special Interest Workshops 9:00-12:00 A) "Computer and Data Analysis in the Decision-Making Process" Leader: S. Bulfinch B) "Juvenile Conference Committee" Leader: C. Erickson C) "Corrections and the News Media" Leader: Wm. Wasmann D) "Assessments and Trends in Institutional and Community Treatment" Leader: G. Jacobson	Symposium 9-11:00 Session II (continuation of Thursday Symposium) "Juvenile Judicial Processes and the Legal Rights of Parents and Children" 11:00-12:00 Discussion Groups 12:15 Luncheon Speaker: The Hon. Ralph M. Holman "Recent Developments in the Constitutional Rights of Juveniles"
Symposium Session I 1:30-4:00 "Manpower: A Look at --Recruitment --Training --Deployment" Participants: Duane Lemley Joseph Thimm Moderator: V. K. Jensen 4:00-5:00 Discussion Groups	1:30-3:30 Discussion Groups 3:30-5:00 Panel: (Discussion group leaders) Moderator: James E. Merritt	Film 1:30-2:30 3:30-7:00 Institute Retreat (including dinner)	Symposium Session I 1:30-4:00 "Juvenile Judicial Processes and the Legal Rights of Parents and Children" --Notice and Attendance of Witness --Petitions --Records and Evidence --Severance of Parental Rights	(Thurs. p.m. con't.) Participants: Robert J. McCrea F. Gordon Cottrell Robert H. Fraser James L. Hershner Moderator: Hon. Edward Leavy 4:00-5:00 Discussion Groups Evening: 7:30 p.m. (Courthouse Aud.) Speaker: G. Randall "Priority Planning in Oregon Corrections"

GREETINGS

The Honorable D. L. Penhollow, President
Oregon Juvenile Judges Association

It is my privilege to come this morning as the President of the Oregon Juvenile Court Judges Association to the Ninth Annual Juvenile Court Summer Institute. There are some here whom I think I have seen at a number of these summer institutes, and many of you are new faces today. Some of you are familiar with the programs as they have come to us through the past years and to some of you this is a new experience. We seem to have a little smaller beginning attendance this morning than we have had in some institutes in times past, but we are hopeful that it will pick up today. I hold the position of President of the Juvenile Judges Association, State of Oregon -- perhaps rather uniquely because owing to the modern trend, I will possibly be the last county judge ever to be President of the Juvenile Judges Association of the State of Oregon. It might be otherwise, but it appears that this would be true. I have attended these summer institutes from time to time and have received a great deal from them, as I know many of you have. The program this year is a result of seeking from the directors and counselors as well as the judges a type of program that will prove interesting to all the groups concerned, and I am hoping that inasmuch as we have emphasized participation in planning each of us will find a real benefit in the planned summer institute. It is inspiring and helpful preparation that Mr. Rinehart gives us in these programs and the leadership in carrying them through will, I'm sure, be outstanding. It is my privilege to give you greetings from the Oregon Juvenile Judges Association, to welcome you here, and to be happy that together we have a part in this summer institute planning program. I was interested in a uniqueness of this conference, based on the sign on the blackboard at the rear. I never knew our summer institute to be likened either to church or a funeral, but I notice that the board emphasized this this morning; I hope you don't make it too much so. You may remember that I have been an ordained minister for over the last 40 years, but I don't consider this quite the captive audience that I find on some occasions. Welcome to this institute. I know how proud I am to be here as president of this organization. Thank you.

CORRECTIONAL MANPOWER NEEDS: A CHALLENGE FOR ACTION

William T. Adams, Associate Director
Joint Commission On
Correctional Manpower and Training

There is a certain irony in any discussion of manpower shortage in the United States today. Most frequently the problem reduces itself to a shortage of the necessary skills and training rather than an actual shortage of people. The success of any program in corrections rests in large part on the personnel at hand to do the job. There are enough men and women to fill the jobs, but they lack the basic education and the kind and level of skills needed to meet the demands of modern industry and an expanding public service. In reality, the manpower crisis stems in large part from the way our society goes about educating its citizens. A rapidly developing technology and an exploding population are creating a sharpened awareness that our vocational training programs and the perscribed social roles of the traditional as well as of the newer professions are probably outdated. I think education for the helping services includes knowledge and skills far more complex than those required to build space programs or launch wars. All about us, as new correctional programs develop and older ones gain maturity, the same problem confronts us -- a shortage of trained, effective persons for these programs.

In corrections, as in many other fields, most jobs are ultimately filled. Prison officials find correctional officers. Courts eventually hire probation workers. Juvenile institutions take on treatment staff. The search is extensive and painful, and the difficulty varies in direct proportion to the professional skills and training required for the position.

Although these jobs are usually filled, employing officers frequently have to compromise in regard to education and personality of the candidate. Through these compromises, everyone suffers: the correctional system, the offender, and the public.

Oftentimes compromises must be made because of the low status of corrections. Employing officers are well aware that they can hardly compete for the professional skills most needed in corrections today because generally the psychiatrist, the psychologist, and the social worker would rather work in some other setting than corrections. And it is the rare guidance counselor who directs the attention of bright young people to corrections as a field in which they might find promising careers.

Wide Range of Careers in Corrections

It is necessary to look at the vast array of careers in corrections. Only then do the complexity and scope of the manpower shortage become apparent. Community-based programs use probation and parole counselors, detention staff, group care personnel, community development specialists, and court personnel.

In working on manpower, it is also necessary to examine the profiles of careers in corrections. By profile I mean the composition of tasks, the meaning of the work, and the image of the worker, as well as the setting in which the work takes place. Can we realistically expect to recruit, hold, and retain people in correctional jobs under the circumstances now surrounding them? In too many cases, the answer must be a flat no.

There are recent studies of the law enforcement officer and his development on the job. He is described as being one thing as a rookie and another as he moves up the line. In the beginning he is concerned with speedy apprehension of offenders, with prosecution and retribution. As he works his way up through the ranks, he tends to mellow, to consider alternative ways of handling an offender, to be more rehabilitation-minded. As the circumstances in which he works change, so does his view of his job.

Recent studies of probation officers in rural or small-town settings indicate that they too change in behavior and attitudes with changes in circumstances, but in the reverse direction from the police officer we have just been talking about. As beginning officers, they believe in treatment and rehabilitation, in considering alternatives in the handling of probationers. The longer they work in probation, the less interested many become in rehabilitation. Their approach becomes rigid, punitive, and dogmatic. Their behavior as senior probation officers resembles that of the young policeman.

The point here is that we need an understanding of people in a career before we talk about the training they need to enter that career.

A Comprehensive Look at Correctional Manpower

Among informed observers over the country a deep concern has arisen over the state of correctional manpower. For the first time, some national statistics have been gathered. Without doubt, they could be refined further, but as indicators, they give important leads. The figures have been gathered by the National Council on Crime and Delinquency for the National Crime Commission. For today's paper, I shall touch only upon the statistics for the juvenile correctional field. On any one day in this country, our public correctional programs which include detention, probation, institutions and aftercare provide services to approximately 350,000 young people.

During the last year, the operation of these services cost slightly more than $300,000,000 in public funds. Staff for these services numbered nearly 39,000. These figures alone mean little to most persons. A close look points to important trends. For one thing, most of the young persons received the services in their community (almost 300,000). Yet more than one-half of the public funds were expended to care for the youthful offenders incarcerated in correctional facilities (almost $168,000,000). Of the 39,000 staff working with juveniles, slightly more than one-third (15,000) worked in the agencies providing services within the community-based programs. In a categorization of personnel into four groups -- treatment, educational, care and custody, and operations, plus others, only one-third work in treatment and educational positions.

The picture is fairly clear. Most funds and personnel are used to maintain institutional systems while the majority of the services occur within the community. These figures have implications for future programs as well as for future manpower concerns. The trends in correctional practice call for a shift in emphasis toward major programming at the local level. This means there is a proposal for a shift away from large centralized state institutions. I want to give you an example of a proposed model I have presented to the National Crime Commission. It is only a model and the status is simply that of a proposal. It has many implications for manpower utilization and training.

Both the findings of the NCCD survey conducted for the National Crime Commission and the implications drawn from them show clearly that effective juvenile corrections must be based on planning a total correctional continuum.

Many gaps in the rehabilitation process have come from separating it into three areas: probation, institutions, and aftercare. For this reason it seems essential to provide a plan for comprehensive correctional services. The following model is based on this premise.

For provision of services, a state would be divided into regions appropriate for realistic management, the number of regions in any state depending on distribution of population and on natural geographic, economic, and social areas. A regional youth service office would have responsibility for management of community-based and residential programs for youthful offenders living in the region.

A state juvenile corrections agency with an administrative staff would operate the total program. Overall management, central purchasing, data collection, personnel concerns, and planning would be responsibilities of this agency, but it would give no direct services to offenders. The court would commit the delinquent to the state agency. The services would be provided through the regional programs as the ward is assigned to the appropriate regional office.

A youth service staff, capable of providing services in both residential and community-based programs, would operate out of the regional office. Rehabilitation would take place in or near the delinquent's home. A plan for rehabilitation would be adapted to each child's needs as indicated by a thorough evaluation. The youth service worker would be assigned to the case and carry it through completion of the plan. He could work with the child prior to, during, and after residential care, if residential care were needed. His work would include continuous involvement in all aspects of the child's life -- his family, his school, his peers, his employer, and others as needed.

A decision to place a child in residential care would be made by a staff committee composed of the youth service worker, the residential director, and the regional office. Length of stay would be determined by the youth's progress. Residential centers would be planned to accommodate not more than 100 boys and/or girls.

A New Dimension: Purchase of Services

The proposed plan would bring a new dimension into juvenile corrections: purchase of services in the community. In provision of non-residential services, the youth service worker would be equipped with an important tool not now available to him in most correctional systems: a budget which he could use to purchase services necessary to the rehabilitation of the individual. Such purchased services might include: medical, dental, or psychiatric treatment; foster home placement; vocational training; vocational rehabilitation service to overcome barriers of employment; and other services indicated for successful completion of the rehabilitation plan.

Almost every public agency engaged in helping people has long since recognized that it is cheaper and more effective to purchase some services than to try to provide them directly. Welfare agencies, for example, do not build hospitals or foster homes for dependent children. Instead, they purchase care from other agencies or individuals in the community. Only in corrections have we failed to make wide use of this tested device for bringing services to people who need them.

Continuing and Comprehensive Care

The proposed model would allow a regionally based youth service staff to develop effective programming on the basis of many alternatives. While legal custody over the delinquent would rest with the state agency until discharge, most of the rehabilitation plan would be carried out in the community.

If a child were sent to a residential center, the youth service worker would assist in diagnosis and formation of a treatment plan and would follow the child's progress through residential care. Upon the child's release to non-residential care, the worker would resume services to him in the community.

Programs based on such a model would have many advantages. Since institutionalization would be kept to a minimum, the deterrent effects of isolation far from home would be avoided. Instead, most treatment would be provided where community resources could be used effectively and economically.

Moreover, the youth service worker would be in a position to develop a repertory of skills and knowledge for use throughout the rehabilitation of the delinquent.

Benefits to the Community

This proposal advocates a radical departure from traditional correctional programs for juveniles. The skeptical citizen might well ask: What do we do with all the buildings and facilities we now have -- burn them? The answer might come from experience in another area of radical social change -- urban renewal. It is now widely recognized that, since the nature of cities has changed, the face of the city must also change. Investments in revitalizing the core city, for example, are paying financial as well as social dividends. The point here is that the society which recognizes the need for change cannot be bound by obsolete buildings. In considering how to improve corrections, we must not be prisoners of our own prisons.

We must also not lose sight of the fact that benefits will accrue to the community from the proposed changes in juvenile correctional practice. A regional youth service division based on the concept of treatment in the community would design a program to develop the community in such a way as to prevent delinquency and reduce the forces for social disorganization which contribute to the delinquent's problems. The division would have staff working with other agencies to develop the community's positive resources and insulate it from such negative factors as inadequate schools and leisure-time activities, lack of job opportunities, family disruption, organized crime, and poor police performance. In many ways, these activities would be the most positive part of the youth service division's program.

Thus the proposed model would offer the most effective treatment to the offender. It would help the community to develop its resources. Not least among its virtues would be effective and economical use of public funds.

The implications for correctional manpower are many. This model is really one among many being proposed today to the National Crime Commission. This ferment taking place in the correctional field means that our field needs to be flexible if it is to meet the tests of the future boldly and imaginatively. The keynote of the first part of this paper calls for a close look at manpower. The second part says that the field of corrections is apt to change, maybe even radically in the years to come. Abreast of these changes should be those of us engaged in studying the situation as it is today and as it may be tomorrow. One important group is the Joint Commission on Correctional Manpower and Training.

An Overview of the Commission and Its Work

The Joint Commission on Correctional Manpower and Training consists of 90 national and regional organizations which have joined together to attack one of the serious social problems of our day: How to secure enough trained men and women to bring about the rehabilitation of offenders through our correctional system and to prevent delinquency and crime.

The Commission grew out of a meeting at Arden House in New York State, at which representatives of 60 organizations in corrections, the law, the courts, higher education, and the several professions engaged in correctional work met to assess correctional manpower needs and resources.

The unanimous recommendation of the Arden House meeting was that a commission be formed which would unite the many groups in a cooperative national program for solving the crucial manpower problems in corrections.

Planning for such a commission was initiated immediately. In 1965, the Joint Commission on Correctional Manpower and Training was incorporated in the District of Columbia as a non-profit study and action group. In the following 12 months, nearly 30 organizations joined those which had met at Arden House in affiliating with the Commission.

The Commission's work is financed from both private and public funds. The Correctional Rehabilitation Study Act of 1965, introduced in the Congress by Representatives Edith Green of Oregon and Albert Quie of Minnesota, as well as Senators Joseph Clark of Pennsylvania and Jacob Javitts of New York, authorized federal funding of a broad study of personnel needed to provide effective rehabilitation of public offenders. Under this authority, a grant was made to the Joint Commission by the National Advisory Council on Correctional Manpower and Training of the Vocational Rehabilitation Administration in March 1966. Sources of private funds have included the Ford Foundation, Smith, Kline and French, and the American Legion.

Focus of the Joint Commission's Work

In implementing the Correctional Rehabilitation Study Act and the plans emerging from the Arden House conference, the Joint Commission is concerned with the shortages of qualified manpower which constitute a major -- if not the major -- obstacle to the rehabilitation of offenders. This will require objective and thorough analysis of the present shortages and means of reducing them. Thought must be given also to the changes taking place in American life today which will profoundly influence the role of corrections in the years ahead. Out of such study and analysis can come recommendations for meeting present needs and ensuring a sufficient pool of trained manpower in a changed and changing nation.

Manpower development for corrections must be planned for in the light of forces which are re-shaping and enlarging the country's needs for many kinds of manpower. Among these forces are: the rapid growth of service industries generally and the concomitant decline in the demand for classic types of production workers; automation and other changes in production which require that workers at every level be equipped to adapt rapidly to tasks and responsibilities which are not a part of their training; the uneven development of kinds of education needed to train such workers.

It should be noted that this is the Joint Commission on Correctional Manpower and Training. It will not be sufficient to secure enough people; we must have enough trained people. The American educational system, magnificent as it is in many respects, has not developed adequate means for training personnel for corrections. To secure the trained people needed will require use of all our resources for training, both those of the educational system and those developed outside it by business, government, and other agencies.

The Joint Commission's mandate entails more than the completion of studies and the framing of recommendations. Equally important is its responsibility to undertake action to meet the manpower needs of corrections.

It goes without saying that action to meet needs as seen by the Commission can succeed only insofar as the member organizations are willing and able to pool their energies in a joint effort. From such an effort can come measures which will make our American correctional system an effective instrument for the rehabilitation of offenders and the prevention of crime and delinquency.

Proposed Programs and Suggested Ways To Implement Them

The approach to resolve the manpower shortage must be comprehensive. I recommend that we look at the system from this framework:

A. Recruitment and Career Testing
(Bringing in New Personnel)

B. Educational Enrichment of Staff
(Staff Development)

C. Training Programs for the Non-Professional
(New Careers in Corrections)

D. Education for the Professions
(Establishing and Maintaining Excellence and Leadership)

E. Structure for an Ongoing Comprehensive Manpower and Training Program
(Sustaining the Program)

From the outline, it is clear that this systematic approach takes into account recruitment, entry, education, and continuation education of the needed manpower. It is necessary to begin each of these proposed programs at approximately the same time if the current critical shortage of manpower and the generally ineffective education for this manpower are to be seriously altered. Anything less than enactment of the total comprehensive plan may only retard the solution and leave the corrections field inadequate to meet the great challenges before it.

1. Recruitment and Career Training
(Bringing in New Personnel)

a. Launch a campaign to attract young people into correctional work. This campaign can be regional, state, or local in scope.

In recent times, we have seen examples of successful campaigns which have captured the imagination of some of the best youth throughout the country. The recruitment campaigns of the Peace Corps and VISTA have brought large numbers of young men and women into volunteer work in the helping services both at home and abroad. Through television and other communication media, through attractive publication, and through recruitment teams visiting campuses throughout the nation, this kind of campaign has proven worthwhile.

A similar campaign is needed to attract young people into correctional careers. An appealing commentary on correctional careers in their great variety and interesting details should be assembled for this campaign.

Cooperation is needed between the designers of this campaign and correctional leaders in planning the content and substance of the materials to be used in recruiting persons. Correctional administrators and educators have much to offer both in preparing content and participating in the recruitment campaigns. The fields of corrections must first be receptive to having able, young persons find meaningful and stimulating, responsible careers. Both college degree and non-degree persons would be the audience of this campaign.

b. Develop new and expand present internship and work study programs in correctional settings for career testing.

An encouraging development in recent years has been the introduction of work-study programs for college students in correctional settings. Most of these have concentrated on work experience in the summer for college students desiring to earn enough to continue their educational pursuits which may or may not have a correctional career as the goal. The opportunity to provide an educational experience accompanying the work has been missed by many programs.

Several professions have used internships and field work with great success as an educational and career testing experience. The corrections field should follow suit. Examples of sophisticated work-study programs can be found in the western states. Highly successful examples are the summer work-study programs at Los Angeles State College in conjunction with Los Angeles County Probation Department, San Diego State College with the California Corrections Agency, the University of Washington with the State Institutions Department in Oregon and Washington, and University of Colorado with the State Institutions Department. The attributes of these programs, coordinated by the Western Interstate Commission for Higher Education, are the joint participation of the universities and correctional agencies, the emphasis on the academic and work experience, the paid learning experience, and the early opportunity for the student to test his commitment to a career in corrections.

New work-study programs are needed throughout the country. The best model to date is the ten-week, summer work-study program. The student is selected for the program through competitive applications. He arrives on the university campus at the opening of the summer term. He spends one week in academic work including seminars, guided reading and tests. At the end of this week he is placed in an agency setting where he spends the next eight weeks at work under supervision. During these weeks on the job, he attends seminars conducted by the university faculty at regular intervals. During the final week of the ten-week program, he returns to the campus for further academic study and evaluations. At the completion of the course, he receives, if he passes, academic credit. While in the program, he receives pay for his work-study position. The agency usually pays the stipend or salary. The university shares in the cost for the academic expenditures. This collaboration has been developed in over a dozen universities in the West, particularly, but also in other parts of the country.

Another variation on the work-study program proposed here is the use of the work-study funds available under the Economic Opportunity Act. Correctional employers and university officials should work out ways in which college students can participate in work-study programs in correctional settings while they are meeting the cost of a college education. This program could do a great deal to recruit and provide career testing for the correctional field. It would also have the intrinsic value of selecting for the correctional field persons who have a great deal to contribute to correctional rehabilitations.

c. Establish and support undergraduate education programs for the helping services.

Efforts should be devoted to development of undergraduate education programs which will prepare for work in the expanding field of the helping services and will attract young people into areas which have previously been overlooked as career choices. Corrections is one of these helping services.

The body of knowledge from the behavioral sciences offers a broad base that can be drawn upon for undergraduate education for the helping services. Everyone who aspires to work with and for people needs to know a good deal about mankind. There is already a common core of knowledge about man and society which can be translated into action programs.

Institutions of higher education need assistance in developing undergraduate education programs. They need consultation on content, format, the faculty, the student selection, field work, collaboration with the correctional agencies. Such consultation is available but it needs strengthening and expanding by correctional leaders.

Stipends, scholarships and student loans at the undergraduate level are needed.

Students preparing themselves for early entry into correctional work upon graduation should be capable of adequate performance in many correctional positions at the beginning levels. Undergraduate programs not only recruit them, but also provide basic educational preparation and career testing.

State-supported institutions have every obligation to provide career preparation for the helping services at the undergraduate level just as they provide preparation for agricultural management, forestry, engineering, architecture, teaching and many other careers.

2. Educational Enrichment of Staff
(Staff Development)

a. Launch a series of short-term training institutes for staff training specialists as well as staff exchange programs for those already in correctional work.

These two programs are actually separate endeavors, but have certain aspects in common.

(1) While the majority of correctional settings have no staff training specialists, a large number do. Efforts are needed to encourage the correctional agency to employ a training specialist. Persons already on staffs can become training specialists if they receive some specialized staff development themselves. A series of regionally-based institutes are needed for the staff development of trainers for correctional agencies.

Training for the trainers is essential if this program is ever to realize its potential.

The skills, the content, and the methods are already available as ingredients for this kind of institute. Faculty can be obtained easily. These institutes can also be joint university-agency programs. Coordination of these can best be done at a regional and/or national level, depending upon the magnitude of the program. By training the trainer in the most recent content and skills in corrections work, the knowledge can reach many staff people ultimately through staff development efforts planned by the trainees in their own settings upon return to their respective agencies. These regional institutes should allow great latitude in content, format, and methods. They will also have the advantage of providing cross-fertilization to the field by bringing different points of view in contact with each other. The stimulation of new ideas should carry over substantially in those planned programs of the regionally-trained specialist.

(2) Exchange of key staff in corrections across county and state lines would greatly strengthen the correctional field as a whole. The sharing of existing resources is an immediate means of improving the manpower in corrections throughout the country. In foreign affairs, one of this country's most successful programs has been technical assistance through assignment of key persons to underdeveloped areas. The lessons learned from these experiences should not be lost on the correctional field in our own land. Through a carefully planned, closely supervised and imaginative program, key correctional experts could be exchanged within states and between states to strengthen the correctional field as a whole. The staff exchange could be used in meeting training also through faculty placements and exchanges between institutions of higher education of university faculty with expertise in criminology and related disciplines. The mechanism for an exchange program could be established at a national, regional, and state level. A cost-sharing arrangement could be worked out which would make the program cooperative and easily financed. Similar exchanges are currently operative in higher education and in mental health programs. The most obvious value of an exchange program is the sharing of ideas and skills from one expert to many personnel in the host setting.

The stimulation of an exchange program in corrections is greatly needed today.

3. Training and Retraining for Non-Professionals in Correctional Work (New Careers in Corrections)

a. Manpower training for group care personnel in corrections.

Current national attention is being focused on job retraining. This attention is buttressed by extensive federal legislation, notably the Manpower Development Training Act of 1962. Training personnel to enter the helping services positions at subprofessional levels is needed. In particular, interest has been directed toward job retraining at the psychiatric aide and ward attendant positions in mental hospitals and in schools for the mentally retarded. Job training could be developed for certain occupational areas in corrections. For example, personnel shortages are great for group care positions in correctional institutions, detention homes, jails, group homes, and probation camps. High rates of job turnover are found among persons in sub-professional careers such as correctional officers, house parents, detention officers, jail guards, relief group care personnel, and several other titled positions in which employees work with adult and youthful offenders, providing to them group care, custody, and maintenance.

Certain generic skills are common to these positions due to the similarity of tasks required in group living situations of the offender population. As a matter of fact, no well-established requirements have been set for these positions and many persons are employed who have largely unrelated education and work histories. The training and/or preparation for these jobs occur largely after employment. In the past this career has had low status and accompanying low pay. The tasks are unclear and persons working these positions frequently find themselves in situations in which their roles are ill-defined resulting in social isolation from the mainstream of correctional goals. And yet, a common axiom heard today among correctional leaders is that these same persons have more contact with and effect upon offenders than any other in the array of corrections positions.

The conditions of employment are often very undesirable. Common negatives heard about these jobs are the lack of communication with correctional leadership, the lack of clarity of correctional goals for line personnel, the low pay, the lack of intrinsic rewards, the lack of a positive career image, the boredom and routinization of the work, and the overcrowded conditions which constantly frustrate these workers in these group settings.

Since eligibility for MDTA retraining has a primary requirement, namely, to increase the work skills for those who are presently employed and who are working undercapacity, a challenge emerges. Another goal of the manpower training program is to prepare persons for positions in which jobs are available.

The Manpower Development and Training Act of 1962 authorized an ambitious national program of job training. The occupational range of the projects has been wide and varied. Equally as varied have been the kinds of workers assisted through the MDTA training programs.

The example of a training program for group care personnel has been given in detail. There are other possibilities for training programs under MDTA. One could be developed for probation and parole aides who are community-based agents. Very little has been done in using the aide position in corrections. Vocational rehabilitation and mental health agencies have used them very effectively. These aides could learn basic skills in job finding, agency referrals, and homemaking for women trainees.

An immediate effort is needed in these proposed training programs. The elements of the systems are available. The problem is to link those elements in a meaningful way to provide this program in the dimensions fitting the needs.

4. Professional Education for Correctional Work
(Establishing and Maintaining Excellence and Leadership)

a. Financial aid for students seeking professional education leading to careers in corrections.

Recently the Federal Bureau of Prisons released statistics on trained personnel in professional work in corrections. These statistics show that only 50 full-time psychiatrists work in instutions for adult offenders, making a ratio of one for every 4,000 offenders. The ratio of psychologists to offenders is about one for 2,000; and teacher, one for 400. These figures indicate clearly that professional workers are not entering correctional work.

Shortly after World War II, the Veterans Administration found itself in great need of psychologists. There are few in the country to be found. The Veterans Administration began an extensive program of recruitment and training which, within a very few years, reversed the great shortages. It established fellowships, internships, and direct relations with university psychology departments. Its efforts were extremely successful.

More recently the Health Professions Educational Assistance Act was passed which provides, among other things, student loans, scholarships, and improvements of quality of educational programs. The Nurse Training Act of 1964 was passed to increase the supply of nurses in the United States through federal assistance to schools of nursing and to students of nursing. Long-term, low interest loans enable students in need of aid to finance their nursing education.

These examples of legislation should be used to develop a Corrections Professions Educational Assistance program.

The correctional field needs a similar program of recruitment, financial assistance, and establishment of joint planning efforts with institutions of higher education. The students preparing for professions through university programs could be directed toward careers in correctional work if a comprehensive plan is enacted including these three factors. Such a plan should be developed immediately. Psychiatrists, psychologists, sociologists, social workers, administrators and educators are badly needed for professional tasks at all points on the continuum of corrections. The federal government should establish a coordinated program of financial assistance through fellowships, loans, and work-study programs in corrections to attract students interested in or already preparing for a career in the helping professions.

b. Continuation education programs for professions.

Continuation education is recognized as an essential phase of career development. With the current explosion of knowledge, most persons who have not been in an educational program within five years are outdated. There is a noticeable gap between current knowledge and skills and their performance in correctional tasks.

There are several alternative ways in which continuation education can be insured for correctional personnel.

(1) A National and/or Regional Academy. Recently there has been a great deal of interest in the establishment of an Academy of Criminal Justice. The corrections leadership in this country has also shown an interest in an Academy for Correctional Administration and Leadership. This academy should provide education and training for correctional leadership already employed in the administration of correctional programs as well as provide opportunities for research. The curriculum of the academy should be jointly planned by educators and practitioners in the field. The length of time of classes would vary. A permanent, interdisciplinary faculty should be selected and based at an institution of higher education. The academy, if national only, should serve the entire nation. If regional academies are formed, then the several states in the region should participate.

One of the most important missions of a regional academy for correctional leaders is the preparation of educational programs which focus on changing the climate of correctional systems so that professionals in treatment careers may perform best that for which they are trained. For any discussion of the use of professionals in correctional systems, the topic of climate in which treatment staff works comes forth. The responsibility for this climate rests largely with the top administrators. If they do not provide the leadership for change, no one will. They need to know how to use their treatment staff to their fullest potential. The regional academy is the logical place for this kind of content in training programs.

(2) Regional Continuation Education Centers for Professionals. A second alternative is the establishment of a series of regional continuation education centers for staff development of professionals. These centers should be established at either institutions or higher education or at correctional settings themselves which have proven their excellence.

These regional continuation education centers would operate with a small, permanent, full-time administrative staff which would plan various training programs. They would plan courses of varying lengths and use an interdisciplinary faculty from several different universities and practice settings. The training formats would vary, using new and innovative approaches whenever necessary.

These programs should be jointly planned and operated by educators and practitioners. The trainees would receive stipends and traineeships as well as released time from their settings. They would be regional in scope, captializing upon the valuable opportunities for learning experiences afforded by bringing together persons from different states, institutions, and schools.

The training program proposed in this document for staff trainers could be held at these centers if they become operational in time.

5. Structure for an Ongoing Comprehensive Manpower and Training Program (Sustaining the Programs)

An organization is needed at the regional or state level to insure the operation of comprehensive programs in correctional manpower and training. The lack of coordination of the few ongoing activities has been part of the problem in correctional manpower and training. If the proposals made in this document are enacted, the need for an organization with responsibility for their development, coordination, and planning becomes even more essential.

CORRECTIONAL MANPOWER IN OREGON -- KEY TO A NEW HISTORY

Joseph L. Thimm, Community Consultant
Oregon State Board of Control

I see my role here today as simply providing a reportorial overview on the present situation and future projections on the subject of manpower and training within the various institutions of the Oregon State Corrections Division. I am going to tread somewhat gingerly in this discussion, not only because I am very new to the Corrections Division and the State of Oregon, but also because the subject of manpower and training needs is still one that needs a full reappraisal in a new, philosophical context just now evolving through the organization of a new state correctional system. Perhaps this can be better said by explaining that the Corrections Division, created by the 1965 Legislature, is just about nine months new as an operational entity. It was last autumn that the Board of Control succeeded in employing George Randall of North Carolina as Administrator of the new Corrections Division. These first few months, as most of you know from following the papers, have emphasized the development and implementation of a work release program that is receiving wide attention throughout the state and even nationally. Suffice it to say at this point the work release program you are hearing about perhaps heralds the advent of a new treatment philosophy that will in the years ahead mushroom into a wide range of tangible, solid, and progressive rehabilitative programs.

With this introductory explanation of my own caution in tackling the subject assigned me, let me try to give you a bit of background on the historical evolution of our state correctional system. I believe this history tells us a great deal about why we are where we are today. Where certain states have won reputation as "progressive" correctional states, it is because of a particular convergence of a number of factors in their history. Political leadership, citizen interest and concern, articulate advocacy by educational and other professional forces, and finally the degree of enlightenment of all of these forces and their consequent commitment to moving directly on social problems, whether in the area of race, labor-management relationships, or treatment of crime and delinquency. It is my contention that, until recently, the various political, citizen, and professional forces concerned with correctional progress in Oregon have not been at all times on the same wave length. Ideas for progress run stady through Oregon's correctional history, but one judges they have been stated separately and at different times by representatives of many influential groups. Seldom have these progressive and influential voices spoken or acted in harmony on critical correctional need, and particularly in the area of manpower training, until rather recently.

But to hear some of what I am saying in a historical context, let me take the development of adult corrections in Oregon and provide an historical review. And as I read this piece of history, keep in mind that the taint of history can never be completely overlooked nor erased in judging why a correctional system has or has not moved ahead as fast as we would like to see it. When we talk about progress, we must have the history of the system in mind, not to immobilize us, but to assist us in planning the strategy for progress.

History tells us that the first jail for confinement of "all criminals in Oregon" was erected in 1842 while Oregon was still a territory. Financed by funds from the estate of a local cattleman, an $875 structure, consisting of a two-story block house twenty feet square, was constructed in Oregon City. Since there were very few laws at the time, crime as such was practically unknown. It is difficult to say who was held in Oregon's first jail, other than a reference to the fact that a man subject to occasional spells of insanity was assigned there periodically for temporary protection for himself and his neighbors. Apparently, someone with stronger criminal tendencies was lodged in the jail, because in August 1846, the gentleman, whoever he was, burned the jail to the ground and escaped.

The Oregon prison system began officially when the territorial assembly of 1851 passed a bill to "build a penitentiary of sufficient capacity to receive, secure, and employ 100 convicts to be confined in separate cells at night." Political haggling prevented any firm steps in the direction of prison construction until 1853, when a number of lots in Southwest Portland at Front Avenue between Hall and Harrison Streets were purchased for the construction of a permanent facility. In the meantime, a controversial political figure by the name of William King was awarded the presidency of a penitentiary commission and assumed the superintendency of the yet unconstructed prison. Mr. King immediately established a city jail or temporary prison of sorts in an old whiskey shop which was also destroyed by fire within a few months. Oregon's first warden apparently had a rather serious drinking problem and the firing of his whiskey shop prison also destroyed his professional career. Mr. King was removed from the superintendency, and a rented farm house located at Front between Mill and Montgomery served as a temporary prison for the safe-keeping of convicts while the penitentiary was being constructed. Farmer Arnold, as owner of the house, became assistant keeper and collected three dollars per day per convict for expenses and salary.

Incidentally, we are occasionally reminded that many of our progressive concepts have rather deep roots in history. Farmer Arnold, in effect, operated Oregon's first halfway house. One hundred and thirteen years later we are taking action to make the halfway house concept a strong component in our correctional treatment programs.

Construction of the penitentiary began early in 1854, and within a few months three convicts were moved into the uncompleted building. One convict immediately escaped.

Actually, it was many years before the first penitentiary was completed. Political controversy, lack of funds, poor planning, and many other reasons, contributed to a very poor beginning for Oregon corrections. In 1886, the penitentiary was moved to its present location in Salem.

Interestingly, the concept of treatment of offenders was apparent early in the history of the Oregon penitentiary system. In the very early days of the penitentiary program, Portlanders became accustomed to seeing small gangs of prisoners with ball and chain attachments working on the muddy streets. Even after Oregon was admitted to the Union in 1859, prisoners were contracted out to private enterprise whose only responsibility was to see that the convicts were securely kept and supplied with coarse food and clothing and medical attendance. The sub-contractor for the prison system, in turn, hired out the convicts for labor in the brick yards and lumber mills of the area and obtained a contract with the City of Portland for their use in constructing and repairing streets. By 1862, the high rate of escape doomed this particular form of work release, although again, another of our progressive treatment concepts shows up in historical form.

At its new location in Salem, the program of care, custody, and treatment of criminal offenders was featured by chaos and confusion that erupted in the form of mass escapes and even riots. Finally, military leadership and security, highlighted by the use of the gardener's shackle or Oregon boot, and occasional floggings, brought order. During the resultant quiescent period, succeeding wardens introduced a number of rather constructive work programs such as brick making, a boot and shoe factory, a flax mill, a sawmill, and a farm program.

It is interesting to note that the historical development of Oregon's correctional system, as outlined briefly above, did give birth to a philosophical basis for the programs developed after the turn of the century. I was interested in an article entitled, "Prison Reform in Oregon," written by former Governor Oswald West in 1914, in a magazine published by a Chicago organization supporting correctional reform. The Newer Justice, as the magazine was called, quoted Governor West as follows:

> "Prison reform is neither more nor less than the application of a few commonsense business principles, seasoned with a little brotherly love, to the management of our penal institutions. Practically all those who have given thought and study to the subject agree that the following are essential to all prison reforms: (1) a well-located institution, modern in construction and affording every facility for the moral, mental, and physical uplift of the inmates; (2) the abolishment of all forms of contract labor and the installation of industries whereby those within the prison walls may be kept steadily employed, and under favorable conditions, in the manufacture and production of articles for state use; (3) a prison farm where outdoor employment can be given at least part of the prison population and where an abundance of farm and garden products may be grown, thus both improving the standard of prison fare and reducing the cost of maintenance; (4) legislation permitting the working of prisoners upon county roads and at other state institutions, which would furnish further outdoor employment and reduce the number in close confinement; (5) some arrangement whereby a prisoner may be paid at least a small sum for labor performed--a plan which would not only encourage industry and help the prisoner but in many instances relieve the distress of destitute dependents; (6) an indeterminate sentence law and parole system; and (7) a prison management free from political influence and big enough and broad enough to grasp the true significance of the problem."

It is interesting to consider the rather progressive statement on correctional philosophy by Governor West in conjunction with a report issued twenty years later by a prison industries reorganization board appointed by Governor Charles H. Martin in 1936. Again we hear expressed a concept of treatment that rings familiar to our ears. This particular board recommended that the sentencing laws of Oregon be amended so that all persons convicted of any crime, except that carrying the death sentence, should receive an indeterminate sentence with a definite sentence imposed later by the Board of Control or other administrative boards. This board also recommended a diversification of the building facilities for proper treatment and work assignment by construction of a receiving station (this sounds like a reception-diagnostic center) and medium security institution at the penitentiary annex, and a separate institution for women prisoners, and two or three forest camps for the safest types of men. And finally, the board recommended the employment of a professional staff, including an educational director, a psychologist, one or two vocational teachers, and two or three case-workers in the development of a modern classification program.

A few years later, in 1940 to be exact, the Osbourne Association surveyed the Oregon State Penitentiary in the course of its examination of penal facilities on the West Coast. The report was published in 1942 and made a number of recommendations which command our attention in this discussion. For instance, the Osbourne Association recommended that an in-service (personnel) training program be initiated to supplement the present instruction offered in the use of firearms and gas equipment. Interestingly, the report contains a comment by the then warden, George Alexander, on this recommendation to the effect that the warden did appoint a special officer to initiate more intensive training with penitentiary guards to improve their ability to use firearms and gas equipment.

The Osbourne Association also recommended that in the enforcement of discipline greater emphasis be placed on the deprivation of privileges and that instead of the deputy warden hearing cases of infractions, a disciplinary committee be organized with one of the members to be representative of the professional services. The Osbourne Association then suggested that the classification committee be organized so that a system of assigning and reassigning and planning systematically for the inmate's progress be introduced. Finally, it was recommended that a well-qualified educational director and a staff of full-time civilian teachers in both the academic and vocational fields be appointed. Wider use of the facilities of the Extension Division of the University of Oregon and the establishment of an educational program with that university were also urged.

As a last bit of history, I would like to refer to the recommendations of a legislative interim committee for the study of prisons and jails in state institutions in Oregon during the legislative interim period 1945-47. This legislative interim committee came to the conclusion that the Oregon system of corrections had by this time long outlived its effectiveness. It noted that the object of correction is to examine the convicted offender's criminal behavior and so to treat the personal and social factors involved that he might return to society better able to function as a law-abiding and participating citizen. It noted further that Oregon must put an end to its penal-custodial system, for such a system falls short of the objective of rehabilitation. The recommendations of the legislative committee called for an overhaul of state correctional administration. It urged the establishment of a state vocational institution of minimum and medium security with a diversified program of vocational and academic education. It recommended the establishment of a diagnostic clinic and reception center in connection with but not part of a new intermediate institution, and it stated that the diagnostic-reception center should have adequate psychiatric, medical, psychological, and casework services in order to make a thorough study of each offender and recommend the programs necessary for his correction. Finally, wthe committee recommended the establishment of a stronger indeterminate sentence law and asked that the state probation and parole staff be increased sufficiently so that each officer would carry no more than 75 cases.

The more recent history of correctional development in Oregon most of you are quite familiar with. I came to Oregon four years after the legislative report of 1947. During the 50's, we observed a considerable improvement in all of the then existing institutional programs, and we noted an increasing emphasis on progressive correctional treatment concepts and professional staff to carry out these programs. We have seen the establishment of a correctional institution for first-time offenders and construction of a new women's institution, as well as annex and camp programs for adult and juvenile offenders. In the past two years, the legislature has established the Corrections Division, and at the same time appropriated a considerable sum of money for a statewide survey of adult and juvenile correctional programs on every governmental level by the National Council on Crime and Delinquency.

In pulling together information for this presentation, I have come away with the highly optimistic feeling that Oregon has crossed the correctional Rubicon. My contacts with institutional administrators, discussions with local county officials, and the new philosophy emanating from the Corrections Division, are emphasizing a stronger commitment for treatment with a capital "T." There is, too, a heightened interest in and concern over the management and treatment of our juvenile and adult offenders on the part of the public. This is a literate and increasingly better educated public which is ready for leadership and ideas, and this as we all know, is essential for all progress. This does not mean that when today is history, all our hopes and plans will suddenly blossom into realities tomorrow. It simply means that we are at a point when we can expect to see speedier and more significant progress in state corrections than our history might lead us to believe.

Treatment will be the emphasis in new advances in our state correctional programs. The availability to obtain and hold adequately-trained and highly-motivated manpower will be the determining factors in how brightly we will color our treatment programs.

For a few minutes I would like to comment briefly on how our institutional administrators appraise the personnel situation in their particular operations.

The superintendent of the Oregon State Correctional Institution, a man with over 25 years in the federal correctional system, notes that the situation, philosophies, programs, facilities, treatment in general for penal institutional inmates have been steadily upgraded and improved during his 25 years in corrections. However, his concern today is that we are attempting to do more for inmates with less. The superintendent is concerned that private industry and unions have made non-civil service positions much more attractive to individuals who otherwise might be inclined to enter the correctional field.

The warden of the State Penitentiary shares to some degree the view of the Correctional Institution Superintendent that trained, experienced, capable correctional manpower is at a premium. Warden Gladden probably makes a good point when he refers to the "special breed" of man who is willing to work in an adult institutional environment. These are restricted environments and the professional person particularly, whether caseworker, school teacher, vocational instructor, doctor, or journeyman tradesman, must have unusual motivation and commitment to adjust to a prison setting.

The serious problem in our adult institutions in Oregon today has already been referred to--obtaining and holding qualified professional personnel. The superintendent of the Correctional Institution and the Penitentiary warden express concern at the excessively high turnover in such professional categories as counselors, school teachers, vocational instructors, psychologists, librarians, recreational specialists, and even chaplains. The warden asked the question: At what point in their academic careers are young people training to be teacher, social workers, or psychologists, given the information, the direction, and the opportunity to see corrections as a highly rewarding career goal? This is a very important question which we should consider seriously during this week.

In-service training is an integral part of any institutional operation. At the Correctional Institution and Penitentiary all employees undergo a rather intensive in-service training program consisting of films, lectures on particular institutional operations, and training in self-defense and firearms. Special programs also make up institutional in-service training programs. For instance, the Penitentiary recently completed a 12-week lecture series on criminology conducted by a Willamette University professor. Also, a special series of seven films produced by the Canadian Film Board was used for staff training -- incidentally, an excellent group of films if you ever have the opportunity to view them.

Despite the efforts being made to upgrade competence at the institutional level, there is a great concern expressed by the warden of the Penitentiary and the superintendent of the Correctional Institution that present opportunities for personnel to achieve the educational level that would provide a broader knowledge base are very limited. This concern, I think, points up one of the critical problems faced by the correctional field today; that is, retraining of manpower at what we now term the subprofessional levels--custodial personnel, cottage parents, detention group workers, and so forth. In addition to relatively low status and poor pay, these positions suffer from the stereo-typical custody image. If your experience is like mine, the institutional administrator is constantly concerned because highly motivated, energetic individuals move in, through, and out of these positions with great rapidity, while lesser motivated and committed persons too often find a comfortable and even permanent niche.

Recent years have seen changes responsible for inducing more qualified individuals to qualify for these positions: higher educational standards, more exacting selection and screening procedures, and greater inducement through pay scales. Nevertheless, the retraining problem is still critical, not only as it pertains to the kind and degree of knowledge to be imparted, but also as it relates to the programs and techniques for imparting this information. Departmental and institutional administration must concern itself directly with this problem and together must formulate the efforts which will lead to innovative and productive retraining programs.

As expressed by Dr. Ashkins, assistant superintendent at the MacLaren School for Boys, the school administration is not satisfied that present staff educational levels are ideally related to the performance of their jobs. While the majority of group life staff, for instance, have high school or better educations, job performance could be improved through additional education by way of broader and more intensive job orientation, attendance at workshops, conferences, seminars, lectures, and college credit courses.

Staff educational levels as they relate to the MacLaren academic and vocational programs are perhaps the most adequate of all campus and field programs. These staff must be state-certified, and their salary level equals or surpasses that of their colleagues elsewhere in Oregon. Consequently, MacLaren's academic and vocational programs are relatively strong as compared to other disciplines.

Interestingly, at MacLaren the percentage of staff engaged in improving their skills via technical schools and colleges is as follows: Administration - 13%, Campus Counseling - 33%, Home Life - 7%, Education - 11%, and Field Counseling - 12%.

The manpower concerns at Hillcrest School for Girls is, in some ways, not too different from those at the Penitentiary and the Correctional Institution, except for a single exceptional fact: that is, there is a conscious realization that Hillcrest is in a state of transition from a philosophy of custody and control to that of treatment. Hillcrest is the only one of our institutions operating under a new administration. The usual problems of transition are intensified in that a strong effort is being made to effect changes in staff roles, concepts, and functions. This problem is probably most severe at the houseparent level, and once again the urgency of planning and developing training opportunities for personnel at this level is clear.

Hillcrest is making efforts to improve the knowledge base and performance levels of its staff through agency staff training programs, supervision, and in-service orientation. Special consultation is being used, but there is need for expansion of this resource. For the coming biennium, Hillcrest has requested the addition of a training officer to its staff, and has projected a sum of money for supporting participation by houseparent staff at institutes and workshops.

I think all of us would endorse the concern of Mr. Pollak, Superintendent of Hillcrest, that challenge alone is no longer sufficient incentive to attract and hold professional people in correctional settings. The competitiveness of our fast-moving society makes it apparent that our field must respond competitively to the limited manpower pool available to us. This competition must emphasize the status, the opportunity, and the legitimacy of helping others in a correctional milieu.

It is as a result of its awareness of the needs and gaps in the juvenile and adult programs in Oregon that the State Corrections Division is requesting a substantial sum of money for the 1967-69 biennium to initiate a training program blanketing all division operations. It is anticipated that a qualified and competent training director will be employed at the divisional level to take leadership in planning and coordinating in-service and advanced educational programs affecting personnel in all state institutional facilities. The task ahead is indeed a formidable one, but I believe the next two years will see the cornerstone laid for a highly dynamic and far-reaching educational opportunity system within the State Corrections Division.

Conclusion

Time does not permit a more thorough explanation and evaluation of the manpower and training situation in the state correctional system. What I have tried to do here today is present a historical perspective on the philosophy and development of our state programs, with perhaps a particular emphasis on adult corrections. I have tried to make the point that the seeds of progress have been sowed at different points in our correctional history and many of these have borne fruit.

I have referred to the necessity for a convergence of factors or thrusts as necessary if a correctional system is to progress. In Oregon, these elements or converging forces are:

- The "town and gown" dialogue and planning now under way around the entire problem of manpower and training for the correctional field, and in fact, for the helping professions generally;

- The growing variety of positions in corrections demanding different levels of skills and training--a factor which makes most vocational opportunities more attractive;

- The increasing emphasis on specialization which calls for a sharper definition of the tasks needing to be performed. And perhaps the greatest value here is that we, as professionals, have to clarify for the public and potential personnel just what we do in corrections;

- The almost fantastic interest today in crime and delinquency--its control, treatment, and prevention--on the part of government at all levels and citizens in general;

- The increasing emphasis on the individual as exemplified through recent Supreme Court decisions, the cautious and almost sympathetic newspaper handling of the recent multiple killings in Chicago and Austin, Texas. Parenthetically, Truman Capote's book, In Cold Blood, represents another dimension of this interest in and more analytic attention to crime and its causes;

- Finally, the knowledge that history has failed to provide practical programs for the treatment of crime and delinquency. This means that there is a greater freedom and opportunity to place our emphasis on people rather than "bricks and mortar" as we try to sell our critical need today.

Thus, it is only now, as we see these converging forces, that we can finally have a confident feeling that correctional progress in Oregon can be related to improved treatment programs and the range of manpower skills necessary for the treatment tasks.

I have indicated that I think we can be optimistic about the future of corrections in the Oregon state system. I feel certain the future will see the custody and treatment elements in institutional management gradually shifted into a proper perspective and balance. This is already taking place, and it is being aided by the increased inter-disciplinary communication, demonstration, and research taking place between juvenile and adult institutions and our institutions of higher learning.

Indeed, there is good reason to be optimistic about the future. We have a good bead on our problem--that manpower and training are essential ingredients of quality treatment programs. It is a need, too, that is salable. The public and political leadership of our communities will stand solidly behind an educational issue.

Corrections in Oregon has a history that reminds us of Oscar Wilde's statement from "Reading Gaol":

> "Horrible as are the dead when they rise from their tombs, the living who come out from tombs are more horrible still."

This is a history we should not forget. But we should let Wilde's words be its epitaph.

THE UNIVERSITY'S ROLE IN CORRECTIONAL TRAINING

by

V. K. Jensen, Director

Field Placement Program
Center for Social Service Training
University of Oregon

I would like to take a little time to talk about a new program in which I am involved here at the U of O. Actually, I have sort of a selfish motive for wanting to do this because the program is still very much in its developmental stage and I think that what agencies, institutions, and programs already in existence have to say in response to some of the plans being made will, in large part, determine the course of the new program that is being developed. I am also very anxious to get some feedback, and will allow some time right before noon to get questions and comments from you. I know that Carl Erickson, for example, has had some experience with a program which is germane to this discussion and I hope that he will have something to say about it.

Also, although the planned program has to do primarily with community service activities and I realize that there are people in this audience who are not necessarily involved directly in community service activities, I think that often these are the very people who, in their admittedly sometimes naive way, make the best contributions; their perception of these things sometimes is good because it is unbiased and because, like a lot of us, they are not so close to these problems and therefore gain a somewhat better perspective.

The program I'm talking about is the University's plans for establishment of a new school--a school of Community Service and Public Affairs. I want to talk about it a little bit in terms of implications of this kind of program for manpower training and recruitment.

There has been recent publicity about the school, particularly about three or four months ago when the State Board of Higher Education agreed, formally, to establish the new program; yet I have encountered very few people who know anything about it. About two or three weeks ago there was a newspaper article regarding a request for a million dollars to the new school for the purpose of establishing and planning the program and the donation made by one of the co-founders and publishers of the Reader's Digest, an alumnus of this University. It is interesting that since then everybody seems to know about the School of Community Service and Public Affairs.

To give just a brief historical perspective of the development of this program, Dr. Arthur Flemming, currently President of the U of O, and formerly Secretary of HEW, has made a very strong personal commitment to establishment of a program which he feels is a direct response to what has become the need for interested, well-motivated young people to enter areas broadly defined as community service occupations. I want at the outset to make it clear that we're not talking about a traditional undergraduate social work program, although certainly many people, I am sure, who would be interested in this type of program at the under-graduate level are those who will go on eventually into graduate social work training. We're not talking about corrections, per se, although certainly the corrections field will be one of the several that we'll be concerned with. I've been at Oregon since last July and just how long before I came the thinking and planning went on, I am not sure; but about the beginning of 1966, an appointed committee completed its work on drafting a proposal for the school and then it went through our own faculty where it was finally approved and then on to the State Board of Higher Education. And as I indicated earlier, by the Board's action three or four months ago, the school came into formal being. There is no plan, really, for the formal establishment of the program until the fall of 1967. This windfall of a million dollars may help speed things up.

The University of Oregon, I'm finding, is as traditional, or perhaps more traditional, as are most universities in their concern for maintaining the liberal arts concept. Some of the reactions of individual faculty members to the planned program were rather outrageous, I think. Some went so far as to say that this type of program should be at Oregon Technical Institute, the traditional how-to-do-it course, and it had no business here at all. I couldn't agree less with that, of course. Others felt that it was a radical departure from the traditional liberal arts concept, and so on. The arguments were endless, but fortunately cooler heads prevailed and the proposal finally struggled its way to the faculty and on to the Board.

I think that all of this has come into being as a result, first of Dr. Flemming's personal commitment to the program, and secondly, because the need for such a program has become very obvious. Among other things, President Flemming is concerned that the university respond to the real needs in the community--not to perpetuate a system, but so that we may concern ourselves with what is actually going on in the world, what is needed, and then try and develop appropriate programs to meet these needs.

Tom Adams mentioned yesterday something to the effect that too often we are training for the profession rather than training for the jobs to be done. This is one of the things that is a little bit disturbing about some of the schools of social work; I think they are so committed to a model that they have lost touch with the need. Social work has had to--or should, I should say--gear itself to really very different kinds of social problems with which it must concern and for which it must train people. Tom also mentioned to use an example, some of the VISTA students' enthusiasm, their interest, their concern with contemporary social issues and problems. I have become very much aware of this and have been impressed, I guess a better word is awed, really, by the modern undergraduate's response to the social issues. In fact, I feel a little ashamed of myself many times as I talk to such students because they are so much more knowledgeable and so much more aware and so much more vitally and genuinely concerned with what's going on in the world and the need to get out and do something about it. We really haven't capitalized on this. We arrived at a point where they are very receptive to learning about these needs, but we continue to submit them to the traditional types of academic programs, allowing little or no opportunity for any real contact with the problems they should be dealing with.

The establishment of a program of this kind will interest perhaps three groups. Let me talk about them briefly, since I think they will be involved in such a program. First of all, there are those for whom such an undergraduate program would certainly be an enhancement of pre-professional training. These would be the students who have already decided they would like to go on to graduate social work training. I can't think of a better way to enrich their undergraduate experience than to get them more directly involved through things that I will talk about later--a different kind of academic program--field work experiences, and so on. Gordon Hearn, Dean of the School of Social Work at Portland State, made the remark a couple of months ago that he hopes for a time when all students entering the School of Social work might be required to have participated in this type of undergraduate program. I couldn't be more in agreement with this. I think it is unfortunate that the School of Social Work has had to, in many instances, gear down its program to the level of preparation of many of the students taking the course. I don't say that disparagingly. What I am suggesting is that, because students come from such diversified backgrounds, in many cases, a common denominator has to be found, which is sometimes very difficult to do without having the program broken down to a level which is almost ridiculous for some of the students.

A second group I think we'll probably have will consist of students who may not go into any of the helping services or community service activities professionally; I'm thinking particularly of women students who leave the university and marry. I think we all are very much aware that it is these students and these young people who, very often, end up serving on lay committees and boards in the communities. I can't, again, think of anything more desirable than having them aware of and knowledgeable about some of the issues which they will be called upon to face.

Thirdly, and I think this is the largest group and frankly this is the group we're most concerned with, there are the uncommitted students. President Flemming feels that at least in the school of liberal arts, there may be as high as 40-50 per cent or more students who are uncommitted to any particular professional field when they enter the university. We're extremely anxious that, through provision of this kind of academic field experiences program, these students maybe introduced to and inspired to become involved in the kinds of program which those of you here today represent.

I think there are tremendous advantages which come through this sort of arrangement, both to the students and certainly to the agencies and institutions who would participate in involving them, to some degree, in their programs. I think it's a means by which many agencies and institutions can meet some of the immediate as well as long-term manpower needs.

I would like to digress just a moment and talk about the term "self-perpetuating." I agree with Joe Thimm that it is not a desirable term but we will use it for purposes of discussion. It is interesting to me in my travels around the state of Oregon and also in Washington state in an effort to develop some placement sources to encounter some of the old traditional arguments that are often given by agencies, particularly the various social-work oriented agencies. First of all, they are committed to a certain model for student training and they don't perceive how they can spare the staff time to train undergraduates. Providing such experience would be extremely time-consuming for the staff. In other words, they are so busy, really, or they think they are, that they don't have time to make use of inspired help, that's what it comes down to. I've had some very interesting discussions and, as a result I think there have been some revelations on the part of many people, that there is such a thing as division of labor. I think this notion is even beginning to become somewhat popular--that if you're short of trained workers, and most social agencies are--it seems that one of the ways to contend with this problem--because you are probably not going to get the number of trained people you had hoped for in the foreseeable future--one of the ways to deal with this is to take a look at what you're doing, take a look at the activities of your agency and ask the question whether or not, through some division of labor, you can use your more highly trained, highly skilled people in more specialized roles and open up a lot of the activities in which they are now involved to a person of some lesser training, for example sub-professional or somebody who represents a lesser degree of training. And it is amazing to me that this idea comes as sort of a bolt out of the blue for some of these people. They just never really thought of it, and the idea intrigues them. Some of these same agencies have since pledged their intention to participate in the University of Oregon program as it develops.

To get back to the particular program we're developing at the U of O, there are a couple of features which will characterize the program and which I would like to talk about briefly.

First, it's intended that students going through this new program will be exposed to a much broader, more of a multi-disciplinary, academic program than they now preceive. Generic, if you will. I think there are many, many students presently majoring in sociology at this university who do so because this is only the really direct route to the helping services or community service activities. I don't think it's unfair of me to say that we have a very traditional sociology department and most of these students share in our concern that what they're getting really isn't preparing them for what they're going to have to contend with when they get into the field. Furthermore, most of these students take very little work in allied disciplines. In part, this may be because the sociology department requires quite a number of hours of them and, in many cases, for practical reasons, students are unable to take very much work in what we're beginning to feel are extremely important allied disciplines.

Getting back to some things that Tom Adams said yesterday, he mentioned regional programming which would involve staff in a wide variety of activities both within and without regional headquarters, working with community and more with the schools and so on. Also the experiences that some of them have mentioned of going into the community and having almost immediately to contend with all sorts of forces, convinces us more than ever that there are other disciplines which have a tremendous amount to contribute to the total preparation of the student who will enter one of these community service activities. For example, you go into a community and perhaps one of the first things with which you need to be concerned is the local power structure. Who are the "big" people in the community and how do they affect community development and management? Certainly as an allied discipline the political science department would have a great deal to contribute in the area of power structures. Certainly psychology has a great deal to contribute, and most certainly sociology. And what about departments like anthropology? What about communities where there are minority groups and cultural/racial factors that need to be known and understood? I think perhaps the school of journalism, too, could make a real contribution by providing a course or two dealing with the newspaper as a medium of communication, as a social force in the community, and its effect on community development. Here at the U of O we have a department of recreation management. We are being told that we're going to be automated right out of jobs in the not-so-distant future and we're going to have to deal with the problems of leisure time; what can people do with this and how can we plan for it? I would think that this department could contribute heavily to a total program which would help a person develop a broad perspective of communities and its problems. Certainly the School of Law could contribute effectively. It appears that schools of social work and professional social workers are finally realizing they have for too long been divorced from the legal profession and that it is going to be an important contributor to the kind of program I am talking about.

We're also hoping--perhaps some of you here are familiar with the Antioch Program--to develop somewhat on the Antioch model with integrated field work experiences. Now, as I say, this is all very much in the planning stages and I may be saying some things here that will not be shared by all those who will ultimately be charged with the responsibility of developing these formats for the program, but let me qualify my remarks and hasten to point out that I am suggesting things which, to me, seem very important to this program. I would like to see, for example, a freshman in the School of Community Service and Public Affairs, exposed to at least a number of observational experiences during his first year. I think we could draw rather heavily on local resources; I know that here in Lane County we have some excellent programs. The juvenile court and some of the other social agencies here are conducting fine programs and would lend themselves well to this kind of relationship with students. By the sophomore year I would hope that this student might then participate in what we might describe as limited involvement or short term experiences, the kind of thing where he is spending a full day or a couple of days a week in local programs for the most part. And then, and this is again a very personal commitment on my part to this format, during both the junior and senior years I would hope to see this student involved in what we might describe as a block--we're on a quarter system here so we're talking about a student spending a full quarter during each of these two years directly involved in some of the existing programs, both within our own state and neighboring. states.

Now I would think that at the end of such an experience we would know a great deal about this student and his capacity for ultimate professional involvement in these activities. I also would think that the participating agencies and institutions would gain tremendously from having the opportunity to introduce their programs to potential employees of these same programs. One of the things that I have been very concerned about as I've talked with educational and institutional administrators around the development program is that students not be looked upon so much as students when they come in, but as employees. Now I'll assume that most of you have some familiarity with the WICHE Program. Tom Adams is not here this morning to defend it, but one of the things that has concerned me a little about the WICHE Program (and admittedly we have modeled our own program after this program, but I like to think with some refinements) is what it seems to me these kids never really got out of their student roles; they have gone into agency and institutional programs and they have been viewed very much as students and therefore less capable of being productive and responsible than the regular staff, some of whom may, age-wise, be not much older than these students. There has been a tendency to create artificial or special roles for students to take during the time they are in these programs. They're used in safe kind of roles; they're put into recreation or something where they are not likely to do too much damage. Well, I don't want to suggest that no good comes of this. I think the students actually get a great deal of it and there is lots of evidence to show that many former WICHE students are now involved in these programs--have gone to work. Washington State is a beautiful example of the effectiveness of this kind of program because it has had a large number of WICHE students in parole and institutional staffs. But what I'm saying is that I feel they get less of an experience than they're entitled to by being put in a position of being able to involve themselves only superficially.

Another thing that has concerned me a little bit about WICHE is the rather heavy emphasis placed on GPA in selection. My own experience and exposure to the WICHE kids have convinced me that too often we get very bright but highly intellectualized kids who really make little real investment--gut-level kind of investment--in these programs; that the intellectualization becomes kind of a defense. I was really concerned with what happened in Washington State a couple of summers ago. There were some students placed at one of the training schools--again, very bright, but very intellectualized kids, who I don't think really wanted to get too involved with the population, with the delinquents--and they responded very enthusiastically to an opportunity to work on a research project for the summer because this was the way to spend their time. But I think this was most unfortunate because these students were really avoiding something; I think the institution was a party to this, and they made a very serious mistake. They not only didn't get anything from the kids, but they succeeded in protecting them from the kinds of experience which could have been important and should have been important to all the students--you know, finding out something about their individual capacities to work with people in a very direct and meaningful way.

But, at any rate, my position on this has been that if a given agency or institution is willing to take students in and put them into some existing role within the program, fine--this is what we want. I'm very happy to minimize their student identity during this period. I want them to be made, insofar as possible, to feel like responsible, accountable members of the staff on which they're working. And I think that this has worked out real well. In fact, I couldn't be more pleased. I would like to cite briefly one example during winter term. Incidentally, least I confuse anybody, we have gone ahead this year and operated a very modest field work program--we don't have the school yet, but there was a general feeling that the field work portion of this would take somewhat longer to develop and that it was probably well to get it off the ground in advance. So we have gone ahead kind of on a gamble because this part of the program got under way last winter although actually we didn't have a school for it hasn't been adopted formally.

Well, as I said, we have done this--had a few students out in the field during winter term in Washington State, Fort Worden if any of you know about it. They've had WICHE students over the years and they haven't been real happy with these experiences. They have made a number of observations about the students, about the same as I have--but part has been their own fault because of the manner in which they used the kids. They restricted them to peripheral activities in the organization. So our understanding was that our students would go there only on the condition they could do something within the program. And so they assigned as cottage staff, working in the living units, and each was assigned to a different cottage. They were set up on a 40-hour a week shift. Also it was felt that they should work hours which would make them most helpful to the institution by actually filling some of the shortages in staff. They worked afternoon and evening shifts and at least one day on each weekend--40 hours a week on a regular schedule--and for that period of 12 weeks or so they were Group Life Counselors at Fort Worden. All right, so they were group life staff and, sure, admittedly, there are some hazards in this. I was kind of holding my breath because I know what things can happen. I was really fearful that possibly somebody would try to break out and one of these students would get in the way and get hurt or hurt somebody else, possibly. But, fortunately, these were fears that were never realized, mostly because these just happened to be students who happened to have enough good sense, and they were sensitive enough to the program of the kids that they made sure they found out about a lot of what was going on before they began to try to move in. As I say, I am really tremendously gratified with the results of this. I couldn't even begin to describe to you the growth that these kids realized, the changes, the really notable changes, in just a period of 12 weeks.

As far as the academic tie with all this, I don't know whether I would get too much approval from some people within the university of this particular arrangement; I think many would be concerned that there was not enough academic focus. But in order to emphasize each student's direct involvement as a responsible person, we've had to kind of play down the academic work a little bit. I did mention logs--now this again is something that I have learned from the WICHE experience and I think it's a good way to handle it. Maintain daily logs of activities; then at the end of the term ask them to do a brief paper. The logs were tremendously revealing as you might expect. I urged them, although this was difficult for them to do, not only to chronicle their activities but to begin to make some observations, to react, to question very critically what was going on. These logs became the focal point for discussion as I met with them.periodically. It seemed to be a fairly effective way of handling this, for me to get some feedback from them and for them to get another perspective of what was happening to them.

We concerned ourselves with trying to develop an awareness in three major areas: First, we try to make the student very aware of a given population. For example, if the student says he is interested in working with delinquents, or he's interested in working with the mentally retarded or mentally ill, then I think that we're obliged to try to offer an experience which brings him into maximum contact with this given target population, an experience which provides maximum exposure to a given group. This is what I like about the cottage-parent roles or the ward aides or whatever they are called; those jobs require them to work very directly with a large group of people. I think this is particularly true in working with delinquents who were all aware they were a very peer-group-oriented animal. To really understand delinquents takes unusual perceptions and communications, one really needs to work with him in what, for him, is his natural group--the peer group. Sometimes a student is given a very select little caseload of three or four kids with whom he'll work individually but I can't believe he would even begin to learn as much about kids and how they operate and how they communicate as he would in a situation where he is involved in a larger group and where he gets in on a lot of the group interaction, what occurs between them. So, for one, we try to develop a great deal of awareness within a given group. Now this is kind of superficial, I realize. But the students see lots of different kinds of kids, all sorts of sizes and shapes, all kinds of problems, all kinds of backgrounds. At least it's a very broad exposure. Remember, we are talking about undergraduates; there are things we can do and things we can't do even in a period of 12 weeks which is a pretty big chunk of time, but at least I think we can give them a good, broad exposure to the target group which they couldn't get otherwise.

Secondly, we try to develop awareness of the student's part in the organization; of the institution or the agency as an organization--one of society's formal responses to a given problem. The days of individuals helping other individuals with particular problems are all but gone, and it seems that for every problem that exists there is some sort of a formal organization or body to respond to it. I was really impressed with how perceptive these kids were of the organization. They very quickly identified communication problems; they very quickly identified the effect of administration on the ultimate service being offered to kids; they recognized that the very personality of a given administrator affects both the staff and the kind of work they do with kids. They saw the importance of trying to understand administration, organization, and particularly the organizational communication. That is really a very important variable because if they're going to go out and work with any of these kinds of activities, they are going to work with some kind of formal machinery. That is why we're concerned with trying to make them aware of this machinery.

Thirdly, and I am sure this is probably the most important area and it's probably the hardest one to measure, we try to develop the awareness of one's self which occurs. A lot of interesting, some funny, things happened with all the kids we've had out this year. They have suddenly become very aware, sometimes very painfully aware, of themselves. Some who obviously lacked confidence when they started out turned into tigers by the end of 12 weeks. They exuded all sorts of confidence and enthusiasm. Other kids who felt they "knew it all" found out they didn't, and they were able to be a little bit humble about it. One thing I'd like to say, and I mean it in a very complimentary way, about delinquents is that they quickly make you very aware of yourself. These kids really found out what they were all about in a hurry too, from their exposure. And this has been true in some of the other settings as well in which the students have worked so far.

So I guess really what I'm saying is that there is a key word that would describe all this--it is sensitized. I don't believe we can make professionals out of them in 12 short weeks, but I think that we can make them extremely sensitive to a given group and to the organizational machinery and that they can become personally more sensitive and aware of their particular strengths and limitations.

Now I don't want you to go away this morning thinking that I'm suggesting to you that this is a model program--it most certainly is not. But, as I mentioned earlier, I have selfish motives in wanting to talk about this a little bit because I want your reactions to this kind of thing, what you see in it. Perhaps some of you have had some similar kinds of experiences with students that you can talk about to us. I think we have a lot to learn about how to develop and conduct a program of this kind. There's nothing really new in all this, I mean as far as the work/study or classroom education concept is concerned; there are lots of such programs throughout the country. What I do find, though, is that in most of the schools who have these cooperative education programs,as they're sometimes called, like Antioch or the work/study thing, they have been developed primarily for students in Business or Engineering fields. I think the U of O is the first to develop a program of this kind which concerns itself exclusively with the community service occupations. Please don't ask me to define this precisely; I think most of you can come up with about the same definition of community service activities. Again, we're not talking about traditional social work activities only, we're not talking about corrections only, but we're talking about the multitude of things or jobs that relate to people and their special needs...the War on Poverty has brought on all kinds of new jobs and new activities we hadn't conceived of a short time ago.

I'm really convinced, and I think the WICHE experience has borne this out, that this proposed program is a means of bringing students into contact with opportunities and, to some extent, of letting them learn about the excitement of working in helping services, in the corrections field, and in some of the other social work activities well in advance of having invested four years of his time and energies in acquiring a degree which may not really prepare him to do anything. This program would give the student an opportunity to find out, to find out about himself, and to find out about the one really important thing that can't be determined through a traditional academic program and that is whether he, in fact, has the emotional capacity to work with people. I would think that social agencies and institutions would be rather delighted if this division of labor idea becomes popular and the emergence of the sub-professional develops. I would think that agencies and institutions would be extremely enthusiastic about this "new breed of BA's." I borrowed this term from an article in the NEW REPUBLIC, I guess. It was a very interesting article about the new breed of BA's and what's happening in the universities and how what the students are demanding, is beginning to affect the kinds of programs that are being offered. These kids are getting louder and louder; they're rattling their cages. They're not satisfied with all this trivia any more. They see real problems with which they might learn to contend if given some answers and some realisitc preparation and hopefully they're going to get it if we can impart this kind of program.

But I would think that agencies would be concerned with this approach and would want to have an investment in it, perhaps as to the quality and nature of program to be provided, because we are talking about turning out somebody, who, at the end of four years with a bachelor's degree and with this broad academic program behind him, is highly sensitized academically as a result of this kind of program as well as more personally sensitized due to the field experiences in the kinds of things with which he will be dealing. And I would think that those who are on the other end will be very much concerned with what kind of products are going to turn out and whether people can, in fact, be put to work doing things right now. We've created an unfortunate kind of system where we are forcing students who want to go into community service kinds of activities to have to think immediately about graduate training. They're really sort of locked out; the system is beginning to rigidify, in a way, and I'm not at all convinced that there are jobs that he *can* do. I say this because of the experience we have had, but the fact remains that, given the opportunity to get into jobs that mean something and that have a direct relation to what's going on, these graduates are tremendously productive only because they're inherently bright and sensitive and they can do things, given an opportunity consistent with their abilities. We've got to quit treating them like babies and acting as though they have no capacity to make any contribution at all until they've had at least a couple of years' experience after they get out of school or graduate training.

I had thought about talking a little bit on the university's responsibility with respect to the matter of in-service training. I don't think I will, however, since time is running out and I'd like to get a little bit of feedback from you. But Joe mentioned this and I heartily agree, the university has an enormous responsibility in this area which it is not yet meeting, Just how this is going to be carried out I'm not sure. I'm encouraged by what I think is sort of a healthy step in the right direction. Joe and I were part of a larger group that met here on the campus a month or so ago, representatives from the Division of Corrections, university people. What finally came out of that meeting was agreement to agree and get on to the business of at least concerning ourselves with how each can help the other. Maybe the answer will come in the form of short courses, maybe the university has to take its resources and go out into the communities, go out into rural areas, to smaller programs that are sort of isolated, geographically, from the centers of training, and present programs. I'm not really sure. I think there are lots of possibilities as to how this can be carried on, but the point is that the university has this responsibility and hopefully it will begin to meet it. Again, I think that the establishment of this new school and its program will provide the impetus for the university's involvement in many other things.

I will conclude on that note and ask if there are questions. I'm particularly interested in your response to all this and I hope there will be some discussion in your groups this afternoon about it.

CORRECTIONAL MANPOWER IN OREGON

Duane Lemley, Consultant
Oregon Council on Crime and Delinquency

I feel a little funny up here with two empty chairs and three microphones; anyone who wants to come up and sit here would be welcome. I think Tom Adams did a remarkably good job this morning in setting the stage for the challenge which faces us in corrections. Some of the very serious problems that we, who have chosen this field for our career, have to face were eloquently spelled out. I hope that all of you took notes of some of the things that Tom had to say because they provide food for thought.

As I understand my responsibility, it is to share with you some of my observations about the professional manpower situation in Oregon. I might say that there are many people in this room that have given me the information I have regarding the professional manpower situation.

I might say first that the last several years in my work with a group of citizens as consultant to the Oregon Council on Crime and Delinquency have been exciting ones for me. I've seen the field of corrections in Oregon gain in stature; I've seen the public become better informed about it. There have certainly been some developments that are very important, including the creation of the State Corrections Division. It provides the structure to do what Mr. Adams recommended, i.e., coordinate planning so that all correctional programs impinging on the offender are appropriate and related to each other. Independent programs, each with a piece of the correctional responsibility, make planning unnecessarily difficult. I think that Oregon is beginning to recognize that structure is important and that good central leadership is essential. Also, the philosophy behind the creation of the Division of Corrections firmly placed emphasis on the development of community services. Future programs must move us from the tactics we have followed of removing people from society, holding them in custody, and somehow expecting something magical to occur to help them learn to live again in society. I am not saying we should replace the institution which is required for a certain percentage of offenders. What I am saying is that the leadership of the state must increasingly accept the responsibility for helping communities develop programs. There is growing recognition that the offender is a human being with value, whether he is a child or an adult, and that something can be done to assist this "important person" who has offended to learn to live within the legal limits set by society. I think it is also important for the leadership to begin to understand that it takes people working with people for such change to occur; that people who know something about other people are required. This is central to the challenge we have been given today.

We still have some problems, however, in this matter of public understanding and support. One of the central goals of the Council on Crime and Delinquency with whom I work is to help citizens become personally involved in and informed about the needs in this field. It is the public, the citizen, the legislature, that decides what kind of support the correctional field will have in dealing with the offender. This support must be both financial and attitudinal. All of you know, whether you are a juvenile counselor, a law enforcement officer, or a judge, that the offender spends much more time with many other people than he does with the counselor or with the judge. How these people react to the offender is a very key and essential part of the whole operation.

Tom mentioned this morning that it is of critical importance that the offender be given employment opportunities. We have to help the public accept the possibility of a first failure or second failure or even a third failure. The public must at least hope that each failure is the last and be willing to continue trying to help. There is a tendency to give up on a person who has a long history of offenses -- the doors to reintegration into society are too often closed.

We do have a long way to go. Some people with whom I've talked justify their negative view of the offender by reasoning that he violates the criminal law by choice and so should have to face severe sanctions; he doesn't deserve the public concern and assistance. I think that some of those same people might regard a person who decides on the correctional field as a career, a misguided do-gooder.

The July, 1966, issue of "Crime and Delinquency" is given over entirely to a discussion of manpower in the correctional field. In an article in this publication by Gilbert Geis, who is a sociology professor at California

State College in Los Angeles, and Elvin Cavanagh, who is research assistant at California State College, the following statement is made and has some truth in it:

> "In contrast to correction, the practice of medicine, dealing with the 'involuntary' ill, is accorded and has arrogated to itself by diverse tactics a high degree of social esteem. This esteem probably derives from, among other factors, the perceived efficacy of the work, its enterpreneurial nature, and more particularly its potential value for all citizens, especially at times of sharp personal crisis and need."

I think it is quite easy to rationalize that the kind of people who break laws are not anyone I know or anyone I have in mind--but the matter of physical illness--this is apt to happen to most anyone. This may be a significant factor in the high status of the medical profession.

Geis goes on to say that:

> "It is quite possible that the major resolution of the manpower problems in corrections lies not in the enlargement of financial rewards and benefits, the subject of so much attention, and not in increased educational requirements, but in an altered definition of the importance of the work to the society and particularly its importance to correctional clients. It may be true, for instance, that devices aimed at restoring civil rights of the convicted felon, including the right of a prison inmate to vote, would be a considerably more efficient recruitment procedure than the incessant jockeying for more mundane competitive advantages among those sources attempting to recruit from a similar and limited personnel pool."

I don't go along entirely with Gilbert and Geis. However, I do think that several thousand offenders, if they had the power to vote, might represent a small power block.

One of the things that is clear, though, in thinking about this matter of status in the correctional field is that the problem is not this simple. For example, the public has different views towards groups of offenders and different ideas about how different groups of offenders should be treated. I think we can all agree that the public, in general, has more hope for the young offender who appears in juvenile court, than he does for the adult offender who appears in misdemeanant or felony courts. One of the reasons for this attitude is the view that the adult is old enough to know better, while a child who comes into juvenile court hasn't yet reached this level of maturity. Also the tendency of many persons is to use as the frame of reference their own life situations. To them it is incomprehensible that anyone could actually contemplate committing a felony such as armed robbery, or burglary. This possibility just doesn't fit in their frame of reference--it isn't the kind of thing they can understand. I am confident that few who hold this view have personally known an offender. One can take a very inaccurate view of another person if one doesn't know him personally, and can assign to him a variety of attributes that are untrue. The data one has are often obtained from reading the descriptions of offenders in the newspaper.

I recall the experience of a county welfare department which serves to further illustrate this point. The staff were very concerned about the somewhat punitive decisions the county welfare commission was making regarding treatment of persons applying for assistance. The staff decided a good thing might be to provide an opportunity for the welfare commissioners to actually travel with the caseworkers to the homes of some of the welfare recipients. After this was done the commissioners began to understand these people and some of their problems; people who were struggling to raise their families and to maintain their dignity--who were trying to succeed in a world which had provided limited opportunities for them to learn and limited opportunity for them to know success. Firsthand knowledge enabled commissioners to have a much more accurate view of welfare clients. I think we must do something of this kind in corrections. We must provide opportunities for volunteers to get to know people on parole and probation and in our institutions. Once they begin to understand that offenders are people with problems which must be solved if their behavior is to be changed, we will get their support for sound correctional programs.

Even if the ideal situation existed, that is if the public recognized there must be a fairly massive outpouring of local, state, and federal funds to raise salaries, to upgrade skills and training of personnel, and to spread innovations through demonstrations, the field of corrections still would not have the supply of qualified professional personnel it needs.

As Milton Rector, who is director of the National Council on Crime and Delinquency, said in his preface to the book "Manpower and Training" published by the Council on Social Work Education in 1966:

> "The need for trained staff has greatly increased in the past decade because of the general population growth, a continuing rise in delinquency and crime, and an increasing demand on the part of the public that the problem be dealt with effectively. At the same time, the existing manpower supply in corrections is being tapped for anti-poverty programs and training centers, mental health programs, mental retardation services, and social problem prevention campaigns. Personnel essential to correctional rehabilitation include teachers, social workers, psychologists, psychiatrists, lawyers, sociologists, management and training specialists, and thousands of non-professional but equally important persons with special skills in designing prevention programs. The situation has become so acute that it is impossible to staff new or existing programs adequately in most jurisdictions."

I would say that this comment holds true for Oregon. Some of you might want to argue with me on this.

In NCCD's recent Study of Court Services for Families and Children in Oregon, a major finding was that staff, adequate both in terms of quality and quantity, were simply not available, in part because of the inadequate financial resources of the courts.

Tom mentioned some of the strategy that is developing to deal with this problem. I don't take the position that different approaches involve less effective substitutes for all the trained staff we would like to have. Some of these ideas may well represent better approaches to the problem. The example I'm really quite enthused about is the extensive use of volunteers by juvenile courts. I think the trend toward the wise use of the skills of volunteers is healthy, not only in terms of giving additional services to children who are wards of the courts, but also in helping more people in the community understand the needs of these children and what juvenile courts are attempting to do. The juvenile court counselor, to be effective, needs a great many community resources and staff. Mental health clinics, halfway houses, group homes, foster homes, family counseling services, vocational training programs provide special and necessary services for some of these children and their families. I suppose the key is coordination and working together so that children and families who need help get it.

Now, I am not a training specialist and I don't plan to go into a dialogue which would not be accurate about the particular skills that a person in a professional field should have to carry out a particular role. I am convinced, however, that there will be a continuing demand for qualified, professional people from the behavioral sciences, i.e., social work, psychology, sociology. This will be true even if the use of volunteers is greatly expanded, and community resources developed.

In the first place, juvenile court personnel and parole and probation staff must continue to assume responsibility for accurately describing the offender's problems. They must know how the problems an offender has relate or contribute to his present situation. They must know what factors in the offender's environment must be altered if he is to successfully adapt. Further, staff need to know when no further action is necessary. I subscribe to the view, which needs further testing, that we damage some law violators, particularly children, more by taking official action than by doing nothing except warning the offender. Often, a single contact by a law enforcement officer is adequate to help a child learn that his behavior was not appropriate. In other cases a hearing before a judge, particularly if the judge has adequate time to get acquainted with the child, may be all that is required. I've heard it said that sometimes persons who take courses in human behavior and human development become much more attuned to noticing behavior problems which might indicate more serious problems in the future and so are prone to take more drastic action than might be called for. It is sometimes difficult to determine when problems are short-term and are part of a normal development process. We must be careful that we don't read into everything that a child does a lot of abnormality which really isn't there. I think we need to take a look at ourselves now and then as to whether or not we might be overreacting. We must continue to sharpen our skills toward the end that we become appropriately involved with children who need the services of the courts and correctional agencies.

In my judgment, which is concurred in by the National Council on Crime and Delinquency, the most appropriate training for juvenile court counselors is a graduate degree in social work. However, as reports from the U.S. Children's Bureau and NCCD make clear, there will not be enough social workers in the forseeable future to meet the need.

Since there will not be enough trained social workers to do the job the question arises as to what positions in juvenile courts should be filled by trained social workers to insure that the services will be upgraded as much as possible. The U.S. Children's Bureau in its 1966 publication "Standards for Juvenile and Family Courts" makes some recommendations which are of interest. The most important position to be filled by a graduate social worker is the director of court services. The Children's Bureau's reason for this is, and I quote: "From this vantage point a fully trained competent person can influence developing court policy, can oversee the work of his subordinates and be in a position to deal effectively with social workers in other social agencies, schools of social work and other professionally oriented groups."

The next most sensitive position noted by the Children's Bureau is the director of intake. This position is crucial because this person has the important task of determining what is needed without unnecessarily interfering in the lives of children or their families.

I think that we do have a responsibility to the public that we don't go so far as to not permit children to make mistakes that all children must and do make in growing up. In addition, careful screening of cases referred to the court can save unnecessary work by appropriate and prompt referrals to other social agencies for needed services.

Finally, the Children's Bureau felt that an important place for the trained person is in the staff training area. A great deal can and should be done in this area. However, Oregon's courts, in many instances, even if there was some consolidation of programs, would have relatively few staff. It is clear to me that the state must play a key role in staff training and development.

Those of you who know something of the program of the Oregon Council know that one of its major action programs is to improve court services to families and children in Oregon. As many of you also know we have prepared a legislative proposal which in our opinion will provide a better structure than is now the case in Oregon to accomplish this end. I have with me several copies of this proposal. We have mailed many of them to the courts and I am hopeful that most of you have received a copy. Therefore, I will speak only in general terms about this proposal and try to make some points that have significance in terms of personnel.

Earlier in this presentation I mentioned that the state should play a role in staff training. Our legislative proposal as now drafted does call for a state staff to provide consultation and administer state aid to court districts. This state staff, which would be a new division of court services, would be responsible to the State Board of Control. Actually we are not at all certain this is the proper placement. Such placement might facilitate independent consideration by the legislature. However, the state staff could also be lodged with the Corrections Division for a number of reasons. These are:

1. The legislature tends to oppose creation of new state agencies or even new divisions under the Board of Control.
2. The Corrections Division already has responsibility for the MacLaren and Hillcrest personnel and programs including aftercare (probation) which are closely related to juvenile court functions.
3. The Corrections Division at present has broad authority and responsibility to provide consultation to Oregon communities in the prevention, control and treatment of crime and delinquency. It has been suggested that it might be desirable to change the name of the Corrections Division to the Division of Corrections and Court Services if the state involvement in court services as envisioned in our plan became a responsibility of the Division.
4. It is very likely parole and probation staff will be transferred to the Corrections Division increasing its ties with circuit courts.
5. The courts at the local level will coordinate with and rely on activities and services of the local mental health clinics, welfare agencies, and schools which, at the state level, have administrative staffs comparable to the Division of Corrections. Having the state staff functions provided under a state agency with the stature of the Division of Corrections would facilitate more effective coordination with these backup resources for the courts.
6. The Corrections Division, like a separate division under the Board of Control, would gain the benefit of many common administrative and research facilities.

Another alternative is placing the state staff under the jurisdiction of the Supreme Court. Justice McAllister, however, has indicated to us that the operation of this type of an administrative agency is not a proper role for the Supreme Court to play. Others have said that from a technical standpoint the staff function is not judicial and therefore should be under the executive branch.

We are involved in a number of discussions with the bar, judges, juvenile court personnel, public officials and citizen groups with intent to receive their views on this and other issues.

The Oregon Council on Crime and Delinquency in putting together this package, which is in large part based on the NCCD Survey of Court Services for Families and Children in Oregon, had in mind several important principles derived from extensive consultation.

The first principle was that as much local control as possible should be maintained. The proposed bill specifically affirms that the circuit court judges are to have total responsibility to hire and fire their own staff. The governing body of the county and the circuit court are to develop locally a plan to improve court services with state funds. The proposed statute allows much latitude in approving requests for aid. Also, each circuit court will, for the most part, pick its own timetable for transition to consolidated family jurisdiction with the exception of juvenile court jurisdiction which would occur upon passage of the proposal.

The second principle is flexibility. We realize there are differing needs and problems in the various circuit court districts in the state, each calling for somewhat different solutions. The legislation proposed allows for considerable flexibility.

The third principle is that state financial participation should be a permanent and not decreasing factor. In fact, we would encourage an annual increase in state financial participation until the state is providing a full 50% of the cost of the court services and facilities, including purchase of care or contract agreements with other agencies. The 90/10 matching formula would be the ratio of state and local funding of expanded or new programs over and above the 1966-67 county expenditure until this 50/50 ratio is reached.

The proposed legislation does not spell out in detail just how the staff services are to function in the expanded court service program we envision. This we feel will evolve as the program develops. The key people will be the circuit court judges who will have the basic authority and responsibility for initiating and carrying out improved programs. We hope and expect that the court directors and the state consultative staff will provide stimulation and considerable guidance to the judges toward this end.

Finally, without trained and competent staff no program such as proposed will work. The NCCD study recommended that staff should be doubled to meet present workloads. We know that such people are now limited in number which is one of the reasons we have provided for a six-year time period within which this program can develop. If you have specific questions on the proposal, I would be pleased to respond to them during the question and answer period.

Mr. Thimm presented to you some of the plans the State Division of Corrections has regarding the personnel situation in the state correctional institutions. I might just say in passing that the personnel needs in the adult parole and probation field are equal to if not greater than those found in the juvenile court field. Workloads are at least double the recommended standards.

I would like to say a word about one of the significant areas of correctional reglect and that is misdemeanant courts. It has been estimated that 95% of the American crime problem appears in the misdemeanant courts with little being done in terms of services, perhaps because the problems seem too small and too unimportant when they appear in these courts. The problems to be resolved for the misdemeanant offender must cause us to examine the place of the so-called lower courts in the total plan of court organization. Exploration of the needs of these courts will bring us, I am sure, to apply the skills at intake screening which have been developed first in the juvenile courts, and the intake controls for adult detention which have proven so effective in controlling the intake in juvenile detention. We must consider the need to move the jail into the correctional complex both to serve as diagnostic centers as is now true in juvenile detention and to serve as short-term treatment institutions. A vast number of qualified staff, including judicial, would be required for this effort which has only been started in Oregon, primarily in the Portland municipal court and the Multnomah County Corrections Institution.

One final point, the pressure for personnel in the correctional field whether it be juvenile or adult is based in large part on what the legislature determines are the conditions which call for the intervention of the judicial system. In the juvenile field, for example, every year a number of proposals are made which could greatly increase the number of children who would fall under the court's jurisdiction. An example might be the growing pressure to raise the minimum driving age from 16 to 18. Another is curfew regulations which are appearing more and more. From time to time it might be a good idea to take a look at the substantive laws which have so much to do with the numbers of children who appear in juvenile courts.

In the adult field, serious question is now being raised as to whether matters such as public drunkenness, vagrancy and certain types of sex offenses should be crimes and therefore the responsibility of the correctional system. There is some interest in Oregon for the development of a commission to take a look at the state's definition of crimes. A change in some of these matters would again make a great difference as to the workload of the correctional system and so might significantly change the personnel requirements.

Again may I say that I appreciate this opportunity to discuss these matters with you this afternoon. Thank you for your attention.

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JUVENILE COURT SUMMER INSTITUTE

PARTICIPANTS

Anderson, Marc
Court Director
Harney Court Juvenile Department
Burns, Oregon

Aoki, Tetsuo (Ted)
Student
University of Oregon
2056 Lincoln Street
Eugene, Oregon

Ashkins, Dr. L.
MacLaren School for Boys
Rt. 1, Box 37
Woodburn, Oregon

Barrett, Bruce
11105 S.W. Errol
Tigard, Oregon

Batten, Jerry
Intake Counselor
Hillcrest School
3895 Market Street, S.E.
Salem, Oregon

Birch, Ray
Field Counselor
Hillcrest School of Oregon
1792 Broadway N.E.
Salem, Oregon

Bock, Joe
Counselor
Lane County Juvenile Court
3248 Marvin Drive
Eugene, Oregon

Bohlem, Lorraine
Clackamas County Juvenile Dept.
2121 Karen Road
Oregon City, Oregon

Bond, Larry
Juvenile Counselor
Columbia County Juvenile Dept.
St. Helens, Oregon

Brock, James
Student
University of Oregon
2716 Potter
Eugene, Oregon

Buckley, Dur
Teacher Counselor
Springfield Public Schools
306 Broadway
Eugene, Oregon

Burton, Robert
Case Worker
Lane County Public Welfare
Star Route
Dexter, Oregon

Calvert, Mike
1179 Sturges, N.E.
Hillsboro, Oregon

Campbell, Linda L.
Student
University of Oregon
312 East 11th
Eugene, Oregon

Clay, Ivis
Juvenile Counselor
Jackson County Juvenile Dept.
Medford, Oregon

Clingman, Prenieia
Juvenile Counselor
Lane County Juvenile Dept.
575 City View Blvd.
Springfield, Oregon

Cook, Troy
Probation Officer
Bonneville Co. Probate Court
Idaho Falls, Idaho

Cooper, Harold R.
Juvenile Counselor
Coos County Juvenile Dept.
Rt. 1, Box 725
Coos Bay, Oregon

Davis, Kenneth E.
Juvenile Counselor
Lane County Juvenile Court
2490 Polk Street
Eugene, Oregon

Davidson, Darrell D.
Deputy Sheriff
Sheriff's Office
P.O. Box 94
Terrebonne, Oregon

Chapman, Dorothy F.
Rt. 1, Box 245
Cottage Grove, Oregon

Drahn, Teodene
Director
Coos County Juvenile Dept.
Coquille, Oregon

Dufort, H.
Coos County Juvenile Dept.
Coquille, Oregon

Durham, Russell J.
Juvenile Counselor
Linn County Juvenile Dept.
3285 E. Salem Avenue
Albany, Oregon

Eaton, Hon. R. B.
Judge of Juvenile Court
Shasta County California
Box 1025
Redding, California

Ellis, Ruby A.
Director
Washington Co. Juvenile Dept.
524 Watercrest
Forest Grove, Washington

Falkenstein, Mike
Counselor
Clackamas County Juvenile Dept.
2616 N. Northrup
Oregon City, Oregon

Grazier, William R.
Juvenile Counselor
Josephine Co. Juvenile Court
Grants Pass, Oregon

Gerfen, Earl
Vice Principal
Lebanon Union High School
735 Halston Drive
Lebanon, Oregon

Gordon, Debbie
Student
University of Oregon
1136 East 20th
Eugene, Oregon

Grant, Fred R.
Director
Lincoln County Juvenile Dept.
Rt. 1, Box 165
Toledo, Oregon

Green, Betty
Police Woman
Boise Police Dept.
2188 Dorian St.
Boise, Idaho

Hancock, Guy H.
Counselor
Multnomah County Juvenile Dept.
744 S.E. Malden Street
Portland, Oregon

Hardt, Fritz A.
Graduate Student
University of Oregon
2232-4 Patterson Drive
Eugene, Oregon

Harkins, Jerry M.
Assistant Director
Washington County Juvenile Dept.
Hillsboro, Oregon

Hartley, Sharon L.
Student
University of Oregon
P.O. Box 64
Rufus, Oregon

Hearn, David G.
Teacher
Novato School District
1835 Longview
Longview, Oregon

Hewitt, Elizabeth
Washington County Juvenile Dept.
Hillsboro, Oregon

Hill, Wallace D.
Polk County Juvenile Dept.
Rt. 1, Box 102 A
Monmouth, Oregon

Hoyt, Charles Lewis
Student
University of Oregon
735 E. 17th Street
Eugene, Oregon

Huycke, Mike
Student
University of Oregon
6801 S.W.
Lake Oswego, Oregon

Hunt, Robert M.
Counselor
Lane County Juvenile Dept.
2380 Cleveland Street
Eugene, Oregon

Johnstone, Pat
Lane County Juvenile Dept.
2688 Onyx
Eugene, Oregon

Kendig, Douglas
Case Worker
Welfare, Lane County
2154 Patterson
Eugene, Oregon

Kvalheim, Catherine
Juvenile Counselor
Lane County Juvenile Dept.
153 Ekay Drive
Eugene, Oregon

Lassen, Chris
Student
University of Oregon
1019 University
Eugene, Oregon

Lemley, Duane C.
Consultant
Oregon Counselor I.V.C.C.D.
718 West Burnside
Portland, Oregon

Lockridge, Robert D.
Director
Polk County Juvenile Dept.
1307 Oakdale Street
Dallas, Oregon

Lutherback, N.V.
Student
Calgary School Board
995 Alder Street
Eugene, Oregon

Mack, Larry
Director
Umatilla Juvenile Department
Court House
Pendleton, Oregon

Marion, Don
Vice Principal
Junior High Elementary
Bean Hall
Eugene, Oregon

Martin, Montie C.
Juvenile Counselor
Lincoln County Juvenile Dept.
1027 S.W. Market Street
Newport, Oregon

Mathews, Francis L.
Director
Klamath County Juvenile Dept.
2045 Auburn Street
Klamath Falls, Oregon

McDaniel, JoAnn
Group Supervisor
Skipworth Home
2188 Willamette
Eugene, Oregon

Nelson, Martha
Lane County Youth Project
1901 Garden Avenue
Eugene, Oregon

Mauck, Isabel G.
Girls Counselor
Jackson County Juvenile Dept.
Court House
Medford, Oregon

Miller, Gerald W.
Research Assistant
University of Oregon
1745 Cleveland Place
Eugene, Oregon

Ostrom, K. W.
Director
Marion County Juvenile Dept.
P.O. Box 2326
Salem, Oregon

Page, Lawrence
High School Principal
I.E. Banon Union High School
1173 Grove Street
Lebanon, Oregon

Parkinsion, Mickael
Benton County Juvenile Dept.
118 N. 5th Street
Corvallis, Oregon

Payne, Eleanor E.
Graduate Student
University of Oregon
2176 Charnelton Street
Eugene, Oregon

Penhollow, D. L.
County Judge
Juvenile Court
Bend, Oregon

Peterson, Donald G.
School Counselor
Dixon United School
Dixon, California

Redd, Amos
Superintendent
MacLaren School for Boys
Rt. 1, Box 37
Woodburn, Oregon

Rex, Newton
Group Supervisor
Skipworth Home
2339 Patterson
Eugene, Oregon

Rein, Magi
Washington County Juvenile Dept.
137-14th S.E.
Beaverton, Oregon

Parks, David
Child Welfare
Jackson County Welfare
2385 Harry Valley Drive
Medford, Oregon

Proctor, Mary T.
Group Supervisor
Lane County Juvenile Dept.
457 Cheshire
Eugene, Oregon

Roth, Sam
Counselor
Coos County Juvenile Dept.
P.O. Box 711
Coquille, Oregon

Royce, M.
Coos County Juvenile Dept.
Coquille, Oregon

Saunders, Mary Kay
Student
4778 Elm Street
Vancouver, Canada

Scheyer, Harold
Director, Field Services
Hillcrest School of Oregon
2450 Strong Road, S.E.
Salem, Oregon

Shippen, E. E.
Court Director
Deschutes County Juvenile Dept.
Court House
Bend, Oregon

Schmidt, Robert L.
Intake Counselor
Jackson County Juvenile Department
Medford, Oregon

Seese, Gordon Allen
Juvenile Probation Officer
Linn County Juvenile Court
Rt. 4, Box 345
Albany, Oregon

Smith, Samuel H.
Director
Benton County Juvenile Dept.
118 North 5th
Corvallis, Oregon

Soloos, Harry A.
Field Counselor
MacLaren School for Boys
4550 Pearl Street
Eugene, Oregon

Sprague, Frank H.
Teacher
Washington School District
Sacramento, California

Stensrud, Myron
Group Supervisor III
Marion County Juvenile Dept.
4025 Judy
Salem, Oregon

Stewart, Katherine
Public Schools
Rt. 5, Box 804
Eugene, Oregon

Welch, Gordon L.
Director, Juvenile Dept.
204 Evans
Oregon City, Oregon

Wells, Murle R.
Principal
Lebanon Jr. High School
60 Main
Lebanon, Oregon

West, Edward
Counselor
Lane County Juvenile Department
772 E. 38th
Eugene, Oregon

Whitney, Larry
Student
University of Oregon
750 E. 18th
Eugene, Oregon

Yasui, Roy
University of Oregon
1553 Arthur Street
Eugene, Oregon

Young, Vanice
Clackamas Juvenile Dept.
2121 Karen Road
Oregon City, Oregon

Zimmerman, Dennis M.
Student
University of Oregon
3735 East 22nd
Eugene, Oregon

APPENDIX B.1

TRAINING NEEDS ASSESSMENT FORM

APPENDIX B.1

TRAINING NEEDS ASSESSMENT FORM

STAFF POSITION	TRAINING NEEDS	SUGGESTED TRAINING CONTENT AND METHODS

The Training Needs Assessment Form is useful in assisting staff members to jot down the training needs of certain staff positions and ways to meet these needs.

It is suggested that the training officer start with supervisory personnel and have them complete this form on all staff under their supervision.

APPENDIX B.2

NINE-FOLD CHART

APPENDIX B.2

NINE-FOLD CHART

	FOR		
BY	ADMINISTRATORS	SUPERVISORS	DIRECT SERVICE PERSONNEL
ADMINISTRATORS	____	____	____
	____	____	____
	____	____	____
SUPERVISORS	____	____	____
	____	____	____
	____	____	____
DIRECT SERVICE PERSONNEL	____	____	____
	____	____	____

This Nine-Fold Chart can be used by the training officer to organize staff thinking around their perceptions and others' perceptions about such things as:

--Job functions;

--Training needs and solutions;

--Skills that are required for different jobs;

and numerous other subjects that will need addressing during the developmental phase (for examples see pages 38-41).

APPENDIX B.3

PRE-SENTENCE REPORT GUIDELINES

Use Pre-Sentence Investigation form. Some of the information cannot be filled in until the case is adjudicated and will be filled in after the pre-sentence investigation has been presented to the court.

I. Circumstances of Offense

  A. Crime for which the defendant was convicted

  B. Date and method of conviction

  C. Plea or trial

  D. A brief description of the offense itself (not limited to information filed by the prosecutor)

    1. Indicate place, date, and circumstances of arrest

    2. Whether bail was permitted

    3. Length of time in jail

(Arrest reports and other official statements should be summarized. Avoid use of legalistic language.)

II. Defendant's Version

    A. Description of his version

        1. Attitude toward offense

        2. Version of its cause

(Not necessary to present verbatim, but take care that defendant's explanations are portrayed accurately.)

III. Prior Record

(Sources in information must be specifically indicated. Prior arrests and convictions should be listed vertically. Any special explanations either by the defendant or other sources which are pertinent may follow the listing of the record. No pre-sentence investigation should be presented without an official transcript of the FBI record or a transcript of the State Bureau of Criminal Investigation record and local criminal records.)

IV. Family

A. Family background and personal history of the defendant in relation to family or other immediate groups.

1. At outset list immediate relatives as well as their age, address, and relationship.

Relationship	Name	Birth Date	Birth Place	Address

B. After listing relatives, the following is generally covered with emphasis being on the factors, past and present, which most influenced the personality of the defendant. (Following subheadings are merely for explanation, but may be utilized.)

1. Parents
    - a. Birthplace of each
    - b. Relationship to each other (marital, etc.)
    - c. Brief personal history of each
    - d. Present situation
    - e. Attitude

2. Siblings:
    - a. Relationship to each other
    - b. Brief personal history of each
    - c. Present situation
    - d. Attitude toward defendant
    - e. Birthplace of each

3. Personal (development of defendant)
    - a. Birthplace and date
    - b. Early personality disorders or physical disabilities
    - c. History of relationship with family
    - d. Attitudes toward family and present
    - e. Date left home and reason

V. Marital

A. Describe marital history of the defendant, includes:

1. Place and date of birth of spouse
2. Personality characteristics of spouse
3. Attitude and relationship with defendant
4. Also history of any children, including their age and attitude between them and the defendant.

VI. Education and employment - a general chronological description of education, military, and occupational history of the defendant.

A. Specific dates

B. Defendant's attitude toward each

C. Source material (Teacher's comments, employers comment, Army record, etc., should be included.)

VII. Social date

A. Description of the defendant's social habits such as:

1. Recreation
2. Companions, etc.
3. Mobility pattern of defendant
    a. Description of present dwelling should be included.
    b. Religious affiliations and attendance would also be touched.
    c. In event defendant is not married, his relationships with persons of opposite sex could be described here.

VIII. Mental and Physical:

A. As much medical history as possible

B. Manner and attitude of the defendant should be described

C. Apparent intelligence and personality characteristics should be noted

D. Psychiatric reports and similar material included if available

IX. Resources

A. A tentative list of resources in the case should be outlined indicating various possibilities available.

i.e.

1. Interested parties
2. Employment opportunities
3. Available housing, etc.
4. Sources of material should be clearly indicated. (It is important that a probation program be listed even if the recommendation is against probation.)

X. Evaluation

A general evaluation which should touch on important patterns in all other sections. An attempt to bring together the prior material including the resources available and should lead to a recommendation if it is desired by the court.

APPENDIX B.4

TRAINING CHECK LIST

APPENDIX B.4

TRAINING CHECK LIST

DATE____________________

HOURS________ TO ________AM/PM

PROGRAM NAME________________

SPONSOR________________

NUMBER ATTENDING________________

SPONSOR________________

LOCATION________________

TYPE OF TRAINING SESSION:

INSTITUTE________________

SEMINAR________________

WORKSHOP________________

LECTURE________________

GENERAL STAFF MEETING________________

OTHER________________

EQUIPMENT:

CHAIRS________________

TABLES________________

LECTURN________________

TELEPHONE________________

FLOOR________________

EASEL________________

BLACKBOARD________________

CORKBOARD________________

FELTBOARD________________

PARKING________________

NAME CARDS________________

AUDIO VISUAL:

MOVIE PROJECTOR________________

SLIDE PROJECTOR________________

OVERHEAD PROJECTOR________________

TAPE RECORDER________________

T.V.________________

OTHER________________

FLOOR PLAN

N

W E

S

MEALS:

BREAKFAST________________

COFFEE________________

LUNCH________________

DINNER________________

(FOR ADDITIONAL NOTES USE BACK)

ERIC Clearinghouse
JUN 11 1968
on Adult Education